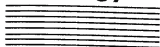


strategy II



The North West of the 1970s

North West Economic Planning Council

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FOREWORD

A great many people have contributed to this document: the Government Departments organized in the Planning Board; the local authorities who have sent in their comments and recommendations on the Region's development; and many associations and individuals. But the Strategy it sets out is the responsibility of the Planning Council, whose members are drawn from many types of work and many parts of the Region. We hope to receive further comments to help us with the next stage of our work: these should be sent to our Secretary, Mr. Frank Kendall at Sunley Building, Piccadilly Plaza, Manchester, 1.

We are very conscious that, in the post-devaluation climate, there must be a considerable restriction in domestic consumption and that public expenditure must take its share in this; regional planning cannot escape from the realities of the nation's current economic situation. Nevertheless our concern is for the long-term future of the Region, as well as the present. While recognising the present difficulties, we ought not to let them inhibit us from making proposals very largely related to the period of the next decade and beyond; and we see no inconsistency in doing so against an expected background of more rapid economic growth. We hope that the Government will view our recommendations in this way, and that they will judge them in the light of the long-term needs and problems of the Region.

Charles F. Carter.

Chairman,
for the North West
Economic Planning Council.

18th March, 1968.

INTRODUCTION AND SUMMARY AND MAIN CONCLUSIONS

This document (which we call Strategy II) marks a stage in a continuing process of working out a planning strategy for the economic and physical development of the North West Region, and adapting it to changing circumstances. It supplements the preliminary report which we issued in February 1966 and which we now call Strategy I for convenience. Part 1, below, is about policies whose application is region-wide, while Part 2 discusses some of the principles of planning which apply to particular sub-regions of the North West, such as Merseyside. In that Part especially, we refer to some of the studies now going on, and to the additional ones which are needed to provide the information which regional planning requires and the lack of which has imposed limitations on the conclusions and recommendations of this paper in several important respects. Part 3 summarises our recommendations for further study and research. But, while it will always be true that we could use more information (and new facts, as they come in, will no doubt enable us to produce more documents like this one), it is necessary to remember that decisions cannot wait for perfect information. We hope that this strategy for the North West will be of help to Government and local authorities, and to firms and private individuals, in making some of the decisions which are urgently needed if the Region is to make a full contribution to the nation's welfare.

In the light of national economic problems which have recently led to devaluation and the cuts in public expenditure, we recognise that it may not be possible for a number of our recommendations to be implemented quickly. But we do not expect our conclusions and recommendations to be invalidated by lapse of time - though we may supplement them as new information comes to light. We feel that the sooner action can be taken on them, the better both for the Region and the nation.

The most important new facts taken into account in the Parts which follow relate to the expected growth of the number of families in the Region, which is now put at a lower level than had previously been envisaged. This, in turn, affects the timing and speed of development in some of the areas for new settlement. We have taken into consideration also the housing needs created by the growth of industry on Merseyside, stimulated by Development Area status; as a consequence we now expect considerably more development to serve the needs of Merseyside than we had previously thought likely. The most important of the planning principles which we have used is that, as a consequence of greater mobility, the balance between industry, commerce and housing can now be related to much larger areas than in the past. We see nothing wrong in some areas, previously having a mixture of factories and houses, becoming almost entirely residential, while industry develops on large sites a few miles away. Indeed, the 'slum clearance' of old industrial premises, and the development of factories as purpose-built units on good sites, segregated from housing, seems to us to be the only way to clear up some of the mess which the first industrial revolution left behind in the North West. Equally there is nothing wrong in redeveloping appropriate areas with a mixture of housing, offices, and industry which does not produce dirt,

fumes, smells or noise, thus providing work on the doorstep without endangering good living conditions.

These are our main conclusions:

- (1) The main influence on the location of industry in the Region should be where it can operate most efficiently within a broad planning framework. In a compact industrial area with a large population, it should be possible to meet the social need of full employment while still having full regard to economic efficiency (paragraphs 21 ff).
- (2) In order to help parts of the Region which are suffering from problems such as the decline of staple industries and falling employment opportunities, (i) investment, building and industrial training grants at Development Area rates should be payable in selected growth points to serve those areas, and (ii) urban renewal schemes must be regarded as having top priority in those areas (paragraphs 13 ff).
- (3) Government policies should be such as to encourage the replacement of unsuitable and badly-sited industrial premises by new ones, not necessarily near to old premises, but where the industry can grow in an efficient location (paragraphs 24 ff).
- (4) In view of the disparity between new public investment in construction per head of population in the North West and in other regions, Government should reconsider whether the Region is receiving a fair share of resources. Within the total of resources to be invested in the Region, we stress first the need for improved transport and other public investment required to make industry more efficient; second the housing programme; and third improvements in school buildings - in that order (paragraphs 38 ff, 57 and 62).
- (5) The Region should be planned as a whole for passenger transport purposes. We trust that the proposed Passenger Transport Authorities for the conurbations will take this into account when co-ordinating and improving passenger transport services and facilities (paragraph 39).
- (6) A list should be drawn up of roads within the Region which need or will soon need improvement, especially in and around the conurbations. We also recommend as high priorities (roughly from north to south)
- (a) the Arncliffe link road (paragraph 142);
 - (b) a link from the Fylde to the Preston area (paragraph 124);
 - (c) road improvements eastwards from Preston towards Yorkshire (paragraph 135);
 - (d) early completion of road improvements in progress and planning between North East Lancashire and Manchester (paragraph 138);
 - (e) the motorway from Aintree to the M.6 (paragraph 109);
 - (f) the proposed Liverpool-Manchester motorway (paragraphs 44 and 109);

- (g) early improvement of access to the Liverpool docks (paragraph 109);
- (h) the mid-Wirral motorway (paragraph 109); and
- (i) certain sections of, and the north eastern access to, the mid-Cheshire motorway (paragraphs 43, 115 and 117).

(7) There should be special grants to cover about three-quarters of the cost of rehabilitating houses, of age 30 to 60 years, in selected areas, which with improvement can have a considerably longer life. Grants on a similar scale should be made available to enable local authorities to improve the general environment in these areas. The work should be done by teams working systematically through the district (paragraphs 47/48).

(8) Large residential areas should be planned so as to contain different types of housing for people of various social classes (paragraph 58).

(9) We recognize the necessity of special incentives for teachers in socially deprived areas (paragraph 62).

(10) The 85% grant for the reclamation of derelict land, at present paid under certain conditions in the Development Areas, should instead be paid in specially defined 'dereliction areas' (paragraph 74; see also recommendation 7 above).

(11) The declaration of smoke control areas should be mandatory upon at least all urban authorities in the Region, and a greater attack should be mounted on other forms of pollution (paragraph 71).

(12) Further detailed consideration should be given to the later development of a city in South Cheshire. The Lancaster area should be encouraged to develop as a centre for science-based industry and office employment (paragraphs 116 and 128).

(13) We give our firm support to the early development of the Central Lancashire new city. In giving support to this and to other new towns and town development schemes planned for the Region, we recognize that it will also be necessary for many of the Region's older towns and cities to expand to take increases in population (paragraphs 85 ff and 132).

We think it most important, moreover, that any recommendations of the Royal Commission on Local Government which have the effect of substantially reducing the number of local authorities should be considered for very rapid implementation, because uncertainty will hold up progress most seriously in a region with so many local authorities.

PART 1
REGIONAL PLANNING IN
THE NORTH WEST BY
BROAD ECONOMIC SECTORS

PART 1: REGIONAL PLANNING IN THE NORTH WEST BY BROAD ECONOMIC SECTORS

1. In July 1965, after much discussion with local authorities in the Region, the Government published the North West Study Report, a factual survey prepared by a group of civil servants as a basis for broad plans for the economic and physical development of the North West, or, in other words, for evolving a regional planning strategy. In February 1966, we in the North West Economic Planning Council published our preliminary ideas on a planning strategy for the Region (Strategy I). We did this to stimulate discussion and further research; the reactions to Strategy I have helped us to see how our ideas ought to be revised and developed. We have since received supplementary information relevant to our ideas, and extensive comment from the Regional Planning Board; and we have been greatly helped also by the views received from many local authorities in the Region. In the light of this information and comment, we now present in this report (Strategy II) our further thoughts on regional planning in the North West. We see this as a way of helping central and local government, private and public enterprises, and private individuals to take decisions affecting the Region (or large parts of it) in the context of an integrated regional plan.

2. Strategy II is, however, only a stage in our thinking. Major studies of a number of the Region's main economic and social problems are in hand at the moment - for example, studies of land use and transport problems in Merseyside and in Greater Manchester, of the costs and benefits of a barrage across Morecambe Bay and a crossing over the Dee Estuary, and of the size and causes of migration within the Region and across its boundaries. The results of these and other studies in progress or planned will enable us to develop our planning strategy further in Strategy III.

3. As time goes on, we hope that we shall have the benefit also of much more comprehensive regional statistics. At the moment, these are limited, and we find it correspondingly difficult to plan for a sound regional economy. We think it important that the Government should devote more effort to producing relevant and timely regional statistics, and to the analysis of their significance.

THE NORTH WEST IN ITS CONTEXT

4. The area delineated for regional planning purposes as the North West Region has a certain coherence; the sea to the west, the hills to the north and east, and the agricultural plains to the south formed geographical and geological barriers to the spread of what was in the last century perhaps the mightiest industrial complex on earth, based on coal and water, and concentrating on cotton textile processing and engineering.¹

¹ See Fig. 1

NORTH WEST ENGLAND

GENERAL REFERENCE MAP

Map built up from 1961

Population 1966

100 000 and over

40 000 to 100 000

under 40 000

Metropolitan

County

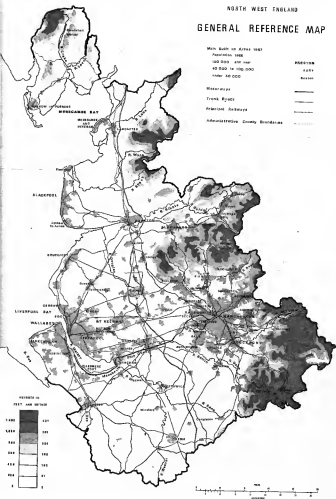
District

Metropolitan

Trunk Roads

Principal Railways

Administrative County Boundaries



5. Times have changed. During the last twenty years in particular, the cotton textile and coal industries of the Region have shrunk to a fraction of their former size; and they are still shrinking, together with a number of other traditional industries. New industry has taken the place of the old, and this has created new flows of trade with the rest of the country. The North West still retains its special identity, but it is also very much an integral part of the United Kingdom, and must be seen in its national setting. The Region is, moreover, a vital link between the United Kingdom and the world overseas: the greater part of the nation's exports are produced within 100 miles of the Region's two major ports of Liverpool and Manchester, and, if it is constructed, the proposed Channel Tunnel will offer an important additional outlet for the Region's own contribution to national exports. Fig. 2 shows the Region in the context of its national and international visible-trade links, though it cannot show the important part played by the Region in the nation's invisible overseas trade, through banking, insurance and transport.

REGIONAL PLANNING

6. We have said that the Region is both a unity and part of a national community. We see the aim of regional planning as being to set out a framework of objectives for the economic and physical development of the Region, and a programme for attaining them which will enable the Region to make a maximum contribution to national development and to its own well-being. This means planning for the best use to be made of the Region's existing resources, both human and physical, and for these resources to be improved, augmented, conserved, or replenished, as the case may be, to yield greater long-term economic and social benefits.

7. It also means promoting, channelling, and controlling private and public investment in the Region so that the objectives of the plan can be achieved. A regional plan should provide in one inter-related settlement pattern for the future distribution of population and economic and social activity, together with the linking systems of communication, whilst conserving and rehabilitating natural features and resources. This vital operation hinges upon an assessment of available resources and the allocation of these through an integrated private and public investment programme, and upon the provision of the necessary political authority and administrative machinery. Regional planning, as presently organised in this country, cannot do these things. Regional Planning Councils have neither the funds to commission professionally prepared plans for their Regions, nor the authority and resources to promote them.

8. What we, a non-professional but reasonably well-informed group of people can do and have done is to meet frequently and apply our minds around a committee table to those possibilities and problems of regional significance which are brought to our attention or we are able to identify, and to produce a collective hunch on how best to advise others to proceed. This document, therefore, is not a regional plan in the true sense and should not be judged as such. That still remains to be prepared, backed by the expression of intention to implement and progressively update it (with all that that involves in the way of allocating resources, political authority and administrative machinery).

9. Our Strategy I, to which, as will be seen, we still broadly adhere, demonstrated (i) that we believe regions are capable of being examined and treated as a whole; (ii) that we realize that regional planning goes far beyond stitching together a patchwork quilt of fragments of local policies and ambitions; (iii) that we see it as more than the co-ordination of the separate and competing efforts of private enterprise, local authorities and Government Departments; and (iv) that a good regional plan, though broad in scale and long-term in time, is for these reasons the most pertinent reference document for practical advice on priorities and short-term action.

10. It is for national planning to decide whether a given amount of new investment will provide the greatest benefit to the nation if invested in the North West or if invested elsewhere. We recognise that the country's investment resources are limited, and that we cannot expect everything. In addition, therefore, to setting out our views on where the North West's existing resources could be improved and augmented so as to provide a useful economic return, we have tried to impose some order of priority on our proposals for extra public investment in the Region.

REGIONAL PLANNING IN THE NORTH WEST

(i) RESOURCES:

(a) PEOPLE

11. As Strategy II goes to print, unemployment is at a relatively high level both nationally and in the Region. The regional total - 79,000¹ or 2.6% - has to be related to a total labour force of some 3 million, and it includes people who are only on the fringe of the labour force, for example because they are in pensioned semi-retirement, available for work only at certain times or very near home, or handicapped in some way. It includes also people who are in the process of changing jobs. As the national economy expands, unemployment will fall, and labour shortages may develop in some parts of the regional economy.

12. Within the 79,000 however, there are pockets of higher unemployment - notably in Merseyside, Furness, and the coastal towns. It is important that the unemployment in these areas should be reduced. We expect that the Government's Development Area incentives² will continue to improve employment prospects in Merseyside and Furness. The coastal towns need a modest, though rather specialised, combination of new light industrial and office work, and efforts are being made to see that the need is met.

13. As the cotton textile and coal mining industries have declined, certain parts of the North West - notably North East Lancashire and, to a less extent, Mid-Lancashire - have suffered an unwelcome loss or stagnation of employment opportunities, because fewer new jobs have been introduced than have been lost in the declining industries. The level of registered unemployment has not been persistently high in these areas, because people have either given

¹ At February 1968, as throughout Strategy II.

² See Appendix A.

up work and not registered as unemployed, or left to take jobs elsewhere. But the situation is serious nonetheless, because an unrequited loss of employment opportunities in an area inevitably means economic decline unless jobs are available within reasonable travel-to-work distance. In the case of North East Lancashire in particular, such jobs have not been available in sufficient numbers and the recent intensification of Development Area incentives¹ threatens to make it harder than ever for areas in economic difficulties outside the Development Areas to attract new investment and employment opportunities, as firms are increasingly being attracted to Development Areas.

14. We do not feel that every place in the "intermediate areas" need necessarily have the benefit of special incentives to industry, given that people are becoming increasingly able and willing to travel further to work: we have suggested to the Committee sitting under Sir Joseph Hunt² that to serve the intermediate areas, selected places in or near them with a good chance of economic growth should attract Government industrial investment, building, and training grants at Development Area rates. The criteria by which intermediate areas might be defined are being considered by the Hunt Committee; we have suggested that they should include some or all of: population decline through natural change or net outward migration, relatively high unemployment, falling employment opportunities, unstable structure of employment (e.g. an over-reliance on a single industry), poor existing social equipment, and a low rate of investment in new construction. We have also suggested to the Hunt Committee that urban renewal schemes in intermediate areas should be regarded as top priority.

15. It will be necessary to provide employment for many more people in the Region over the coming years. We know of no plans for inducing large numbers of people to move from the more crowded regions (including the North West) to less densely-populated areas; and even if plans existed and were implemented immediately, it would be some time before accommodation and employment could be provided for any large numbers of people moving. Between 1964 and 1981 - the period we are mainly concerned with at this stage - we are thinking in terms of an increase of about 750,000 in the Region's population. This figure is somewhat lower than earlier estimates, for reasons explained in paragraph 51 and Appendix B.

(b) CAPITAL

16. The Region's capital stock has two parts: (i) industrial and "infrastructural" with a direct bearing on productivity and output, and (ii) social with an indirect bearing on productivity and output - and a direct one too, if it is so deficient that it reduces the Region's human resources by driving people away. We shall deal separately with industrial and with social capital stock in the paragraphs which follow. But two points applying to both need to be made as a preliminary.

¹ See Appendix A.

² The terms of reference of the Hunt Committee are "to examine, in relation to the economic welfare of the country as a whole and the needs of the Development Areas, the situation in other areas where the rate of economic growth gives cause (or may give cause) for concern, and to suggest whether revised policies to influence economic growth in such areas are desirable, and if so, what measures should be adopted".

17. First, extra capital will be needed if jobs and decent living conditions are to be provided to meet the needs of an extra 750,000 people between 1964 and 1981. There is also an existing shortage of jobs¹ and dwellings², which must be remedied. We assume that efficient modern factories and housing will be constructed to meet those needs. But second, the amount of new construction work per head in the Region has in recent years been well below the national average³, and much of it has gone to providing transport links with other regions, and not deliberately or solely to making the Region more efficient internally - though a road such as the M.6 has, of course, contributed to internal efficiency in the Region. Yet the Region has a fifth of the country's slums, and in them live about a sixth of its 6³/₄ million people. Most towns in the Region were thrown up higgledy-piggledy in the heyday of cotton and coal, mills and cheap housing choc-a-bloc. Major development and redevelopment schemes have been carried out, and as cotton has declined, new industry has moved in - but usually into old premises, and many of the five million people in the Region's central industrial belt live and work amid the drab relics of a bygone age.

18. If people are to live happily and work to the best of their ability in the North West, something must be done to improve the environment and to replace or renew the outdated social fabric - and for each pocket of visible obsolescence there is matching, but hidden, decay - as in sewers and pipes crumbling away underground. We should like to see yet more effort going into improving matters. A major obstacle to progress is the sheer number of local authorities - 180 councils, and 24 planning authorities. This is preventing or delaying the solution of major problems. The recommendations of the Royal Commission on Local Government (assuming that they include a substantial reduction in the number of authorities) should, we think, be considered for very rapid implementation. The North West will suffer positive harm if deliberation is protracted.

19. Though the renewal of social capital is urgent, we regard it as even more urgent that the industrial environment should be renewed. Unless industry flourishes, the wealth for social renewal will not be created.

(ii) EMPLOYMENT PROSPECTS

(a) INDUSTRY

20. Various things go to make up industrial efficiency. First, location.

21. We think it necessary to look again at the interpretation of the principle of 'taking work to the workers'. The heavily-populated part of the Region contains a highly-skilled labour force in an area no more than 30 miles from north to south and 40 miles from east to west⁴. In the days when everyone walked to work, employment was a very localised affair; each mill had its surrounding terraces. But there is no longer any need to think in terms of providing employment in each and every locality. Large enterprises affect

¹ See paragraph 12.

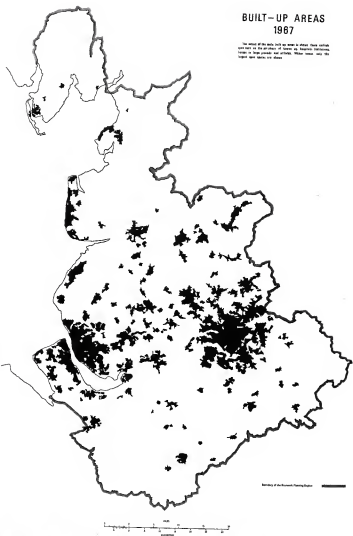
² See paragraph 31.

³ See Appendix C.

⁴ See Fig. 3.

BUILT-UP AREAS 1967

The extent of the built-up areas is shown. These include
not only the urban areas of London, but also the surrounding
rural areas, large parks and gardens. Where necessary, the
largest urban areas are shown.



employment over a wide area; and this should enable them to look for sites chosen to give the highest economic efficiency (and not necessarily related to the labour available in the immediate vicinity). We suggest that Government consideration of the location of industry in the North West should take account first and foremost of economic criteria, including the expected future settlement pattern of the area, road, rail and air communications, and the need to develop large sites for the expansion of big industrial units and ancillary firms. Nor must it be forgotten that a good industrial site needs a large car park. In stressing the special need for good, economic sites for large firms, we are not forgetting that there will continue to be a need for thousands of small and medium-sized firms, and that many of these have greater freedom of siting. Nor are we advocating travel to work over considerable distances as though it were a good thing in itself. Sometimes separation of housing areas from the less pleasant sorts of industry is a good thing in itself. Sometimes longer travel to work has to be accepted as the price of getting a site where industry can work at full efficiency; in the latter case, the cost of extra travel may well be offset by higher earnings. But whatever one thinks about travel to work, it is a fact that mobility in the industrial core of the Region is considerable and both should, and, we believe, will increase. It offers an economic advantage, by widening the range of job opportunities, and it offers a planning advantage as well; for by planning for settlement over a wide area, one may be able to reduce the baneful effects of present day congestion. People should recognise mobility as a boon and learn to exploit its advantages.

22. It is important that sites with special advantages - for example access to deep water - should not be used for developments which do not need them, to the exclusion of those which do. For instance, the area along the Mersey estuary and the Manchester Ship Canal has special advantages for industries with substantial shipping needs, or associated with the existing oil and chemical complexes.

23. We should like to see our principles for industrial location adopted in the Region and reflected in a general land-use plan; and we propose to devote some time to this. Provided industry continues to be given a reasonable choice of site in the Region, the application of such principles should cause no complaint, for industry stands to gain from knowing where it can expand. Government could then plan long-term public investment to fall in with the likely plans of industry, instead of running the risk of providing services in the wrong place, or in the right place too late.

24. The North West has adapted itself to great industrial changes in recent years without persistently high unemployment. As textiles and coal-mining have declined, people have been re-employed in a wide variety of other industries. One of the main reasons why unemployment has not been as high as might have been expected is that disused cotton mills have provided almost ready-made facilities, and an adaptable work force, for setting up these industries quickly and economically. The low price of second-hand buildings has enabled management to spend large sums on new equipment, which has often enabled old mills to become efficient working units. It could be argued that if vacant mills had all been demolished as a result of the decline in cotton processing, and only the sites had been offered to industrialists wanting to set up or expand in the North West, there would have been few takers and serious unemployment. But if this had happened, steps would surely have been taken to provide inexpensive new factories, as in the Development Areas.

25. The widespread use of old premises - not only by firms which have moved in during the last twenty years, but also by many local firms - brings with it serious implications for the Region's and the nation's economic prospects. The existence of serviceable premises has bought time, and in some cases provided a more than adequate industrial setting; but it has tended to solidify a bygone pattern of industrial location, which is usually not the right or best one to meet the needs of modern industrial processes. Even if the machines used in old mills are modern and operated with maximum efficiency, the whole plant may not be as efficient as it would have been in new buildings, possibly on a different site: the layout and flow of work may be distorted by the inflexible nature of the building.

26. We recommend that if, after examining the long-term costs and benefits of a move to a new site reserved for industry, or to new buildings involving a change of intended use, a firm decides that the move is worthwhile, it should normally be granted the necessary permission. We think that it will be to the advantage of the nation and of the Region if there is a considerable 'alum clearance' of old industrial buildings on poor sites. In the past, firms wishing to move a short distance to a better site have in some instances come under pressure to uproot themselves completely and go to a Development Area, thus involving themselves in the training of a new labour force. Consequently, there has been in some cases a strong incentive to engage in piecemeal and makeshift extensions to existing premises: if these premises are badly sited in the first place, this only makes things worse. We are not at this time advocating a general scheme of aid for the resiting of industry outside the Development Areas and growth points serving intermediate areas; but we think that a firm wishing to rebuild, on grounds of efficiency, on a better site within its present travel-to-work area, should not be subject to pressure to move a longer distance - for instance by the refusal of an industrial development certificate. The financial advantages of a move to a Development Area should be made known to the firm, but the Government should recognise also the advantage to the nation of encouraging moves from bad urban sites, obstructing good planning, to good sites within the same area.

27. A second main determinant of industrial progress is the skill of management and operatives. In the field of industrial training, by the end of 1968, Industrial Training Boards for 26 industries are expected to be in operation. These have the responsibility of seeing that adequate training facilities are provided for about two-thirds of the men and women in civil employment in the United Kingdom. Because Training Boards are a recent innovation, there are as yet no statistics to show how many people are actually being trained under the auspices of the Boards. The only figures to hand so far - quoted in the most recent report of the Engineering Industrial Training Board - show that something like one person in eleven of the 3,623,500 people covered by this Board received some measure of training during October 1965. The North West has a higher proportion of its people working in engineering than elsewhere, and the large section of the engineering industry in the Greater Manchester area employs a higher than average ratio of skilled to unskilled workmen, which suggests that within the engineering industry it has proportionately more people in training than elsewhere.

28. Generally speaking, it seems reasonable to assume that industrial training in the North West will soon reach higher standards both in quantity and quality. We applaud this. May it continue so; for perhaps the Region's greatest asset is the skill of its workpeople, which should pay increasing dividends as the environment in which people work is improved.

29. The spread of industrial training is, however, uneven. In the Greater Manchester area, nearly 55% of the boys entering employment in the first nine months of 1967 entered apprenticeships; in Merseyside only 38% did so. This difference is partly due to the high concentration of engineering in Manchester. We are pleased, however, to see the Government expanding its Training Centre capacity as quickly as possible on Merseyside (new Centres are to be built in the St. Helens and Runcorn areas) and doubling the grant it offers to firms expanding in Development Areas - to £10 per week for every additional man in approved training, in addition to any grant received from an Industrial Training Board.

30. Training facilities must obviously be used to the full, if the maximum benefit is to be had from them. This is frustrated if trade unions insist too rigidly on the customary age of entry to, and completion of, apprenticeship. Late school-leavers may well find themselves unable to obtain student-apprenticeships and too old to enter crafts. We would also ask unions and employers to examine existing ratios of apprentices to craftsmen and to consider whether these are really adequate. We think it not too early, moreover, to suggest that all concerned with apprenticeship arrangements should now consider them in the light of the tendency for children to stay longer at school.

31. We are particularly concerned to increase both the quantity and the quality of the skilled labour force of the North West, because the Region depends so heavily on this for its livelihood. This applies particularly to Merseyside, whose greatest asset is its manpower, which is on average younger, but to a considerable extent unskilled. It is imperative that a whole range of training facilities should be expanded now, so that the new firms being attracted to the Development Area will be able to obtain their nucleus of skilled labour otherwise than at the expense of existing industry.

(b) COMMERCIAL, PROFESSIONAL AND OFFICE WORK

32. The prosperity of industry in the North West is of vital importance to the prosperity of the Region. But so is commercial, professional, and office work. There is growing evidence that relatively swifter growth in this sector of activity is a measure of the maturity and modernity of a civilisation.

33. We set out in Part 2 our views on some of the places where, and the extent to which, office and commercial development might most suitably take place in the Region. We particularly welcome efforts to move research establishments, and professional and commercial offices, from London and the South-East to this Region. We wish we could see more success in these efforts.

34. The tendency in past years for undertakings of many kinds - not only commercial and industrial but also organisations such as trade unions, employers' organisations and professional institutions - to locate their head offices in London has led to many of the ablest and most energetic young people, and particularly those with professional qualifications, moving to the capital. A centralisation of decision-making has not only meant that decisions are frequently made in London in ignorance of conditions outside,

but also that the social and public life of our Region is impoverished by having too few of a kind of people who would be able to make a particularly valuable contribution. We therefore welcome efforts to widen professional opportunities in the Region.

35. The extent to which those whose ability and qualifications give them a freedom of choice move to London is increased by the reputed cultural attractions of the capital. The North West is part of England, and we do not intend to encourage a North-Western separatism or "nationalism". We must, however, remind Ministers - and the Arts Council - that although the population of our Region exceeds that of Scotland and is more than double that of Wales, it receives only a poor share of the nation's cultural and artistic resources. The museums and galleries of London (other than the British Museum) are scheduled to receive in the current financial year £2,918,000 from the Treasury: the national library and museums of Scotland are to receive £623,000, and the corresponding Welsh institutions £555,000. But the galleries of Liverpool and Manchester, which have just as good a claim to national status, must be content to share in a grant of £100,000 to serve the whole of England. We are not satisfied with the explanations given to us for this state of affairs.

36. The lack of professional activity in the Region is sometimes attributed to its cultural unattractiveness. We welcome the efforts now being made in the Region to increase and publicise its considerable cultural activities. We welcome the establishment of the North West Arts Association and the appointment of its first Director, and look forward to the initiative and stimulus which we expect will be applied to what is a most important element in any civilised society. We have no doubt that the improvement, both quantitative and qualitative, in the cultural life of a Region has a real economic importance, as well as being desirable in itself.

(iii) TRANSPORT¹

37. Industry must have access to good sea, road, rail, and air communications so that goods can flow freely; and if people have to travel further to work, they too will need good transport facilities. Not everyone has a car²; nor does everyone who has a car want to use it for travel to work. What is needed is an efficient system of public transport; the better public transport facilities are, the less will be the use made of the private car, especially at peak traffic periods, and the less will be the expenditure necessary on road improvements to accommodate the private car.

38. We put as first priority among programmes of investment in the Region the development of better transport facilities - especially roads and public passenger transport.

39. We welcome the Government's proposals for better co-ordination of public passenger transport both by road and rail. We consider, however, that, because of the complexity of its traffic flows, the North West should be planned as a single whole for passenger transport purposes. We note the

¹ See Fig. 2.

² Especially in the North West, where the 1966 sample census showed that 36.4% of households had a car or cars, as against England and Wales' 45.4%. In Liverpool, Manchester and five other County Boroughs in the Region, under 30% of households had a car.

NORTH WEST ECONOMIC PLANNING REGION IN THE NATIONAL SETTING

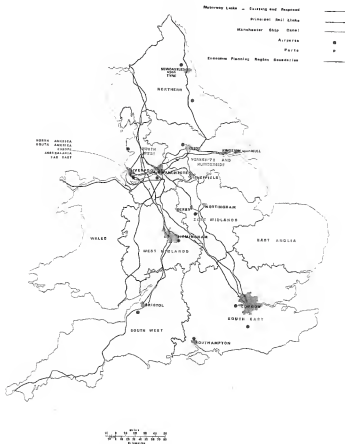




Plate 1 The M 6 motorway near Lancaster.



Plate 2 A Liverpool-Euston fast electric train crossing Runcorn bridge with the new road bridge on the right.

Government's intention to set up two Passenger Transport Authorities for the Region's conurbations, and we look to them not only to avoid duplication in existing services but also to improve the frequency, speed and comfort of services, as a matter of urgency. Particular attention must be paid to the development of a network of rapid transit services by train and/or bus between the main future employment centres and residential areas up to 40 miles away. We welcome the Manchester Rapid Transit study as a step in the right direction. Road traffic is growing all the time, and congestion and delays are increasing, despite road improvements. We believe that short and medium distance commuter services by rail will meet a real need, and become less unremunerative as time goes on, provided their speed is adequate.

40. Legislation to rationalise arrangements for the transport of freight, and divert more of the freight which can best be transported by rail on to the railways, is also in train. But this will mainly be for long hauls, and we cannot see it taking much pressure off the Region's interurban and conurbation road networks, which must be improved.

41. At the same time as we study further industrial location in the Region¹, we propose to draw up a list of roads linking areas of future employment and future residential areas which need or will soon need improvement, in addition to those already under review for the road programme. The list, in an order of priority, will be based largely on survey work already done by central and local government. We think that expenditure on the Region's internal main road network should have a high place in further plans for future public investment in the Region.

42. In contrast with local travel facilities, great improvements have been and are being made in long-distance transport and travel facilities into and out of the Region. The electrification of the railway lines from Liverpool and Manchester to London has brought the Region's two main cities to a little over 2½ hours' travelling distance of the capital, and if electrification proceeds, Glasgow will become almost as close to the North West in terms of passenger travel time as London. At the same time, the introduction of fast liner trains is speeding up long-distance rail freight transport. Two freightliner train depots are already operating within the Region, and three more are planned. We think that the siting of freightliner depots must be considered as a long-term proposition and in the context of an integrated regional transport plan. The Region's main ports are taking full advantage of the great changes in cargo-handling techniques which are now taking place. Manchester has led the way with its development of pallet handling, and Liverpool is providing facilities for large tankers and bulk carriers, for the handling of packaged timber, and for the improved conventional handling of general traffic. The Region's ports had early experience in the development of unit-load services to Ireland, and its main ports are well ahead with plans to take advantage of what has become known as 'the container revolution' - the packing of goods at factories or in inland depots, where smaller consignments are grouped into large containers which can be moved to their destination without further handling of the individual packages, and which can be loaded on to road or rail or into ships quickly and easily. The potential saving of ships' time in port, as of delays to wagons on the railways, is enormous - leading to much more efficient use of ships, port installations and the inland transport facilities with which they are increasingly becoming integrated.

¹ See paragraph 23.



Plate 3 Manchester's International Airport at Ringway.



Plate 4 The Port of Liverpool: The Gladstone Container Terminal
(To be fully operational June 1968).

43. The Region's long-distance road connections are also improving markedly. The M 6 motorway already links the Region from north to south, and will ultimately connect with the M 1 for a fast trip to London, and with the Scottish road system north of Carlisle. A start has been made on a trans-Pennine motorway (M 62) from Manchester to the West Riding conurbation, and we hope to see a motorway from Liverpool to Manchester started before 1970. The route for the Manchester-Preston motorway (M 61) has now been confirmed and the whole motorway is expected to be open for traffic in the early 1970's, as will sections of the mid-Cheshire motorway from the Wirral to the M 62.

44. These are welcome events, but it is a pity that an earlier opportunity was not taken to improve internal as well as long-distance transport by the construction of the Liverpool-Manchester motorway.

45. We think also that insufficient attention has been paid so far to the development of first-class air transport services in the North of England, as part of a national and international system. With this in mind, we have, in co-operation with the Northern and the Yorkshire and Humberside Planning Councils, submitted to the Government's Committee of Inquiry on Civil Air Transport suggestions for the development of air services and airports in our three regions in an efficient and co-ordinated pattern, concentrating services to different destinations abroad at particular airports, with improved transport, perhaps by feeder air services, from each of the main centres of population and industry to the main airports.

(iv) HOUSING

46. At the moment the North West Region has about 400,000 slum houses, which is over twice the national average. And it is not only the slum houses - and many near-slum houses - that must be replaced as soon as possible. Wide areas of housing near the centres of our larger towns are in danger of rapid deterioration unless efforts are quickly made to stop the rot.

47. Complete rebuilding is taking place in a number of places in the North West, mainly to replace areas which have gone to seed. We believe that greater efforts are required not only in rebuilding but also in rehabilitating shabby areas while the basic structure of the houses remains reasonably sound and the area around them can be improved. We are examining with the Yorkshire and Humberside Planning Council ways in which individual houses and whole residential areas can be restored and improved to provide good dwellings for many years to come. We should like to see local authorities taking the initiative here by including selected areas for rehabilitation in their housing plans, and within these areas, in partnership with the house-owners, bringing about improvements in both houses and surroundings. People have little incentive to improve their houses if their neighbours make no improvements, and the area remains drab.

48. We envisage local authorities planning and carrying out improvements in areas where the housing is obsolescent, and acting as an agency for house-owners in improving their property. Such schemes will need more financial assistance from central government. But we think that the cost of paying more generous grants to local authorities and private individuals now would be far less than the eventual cost of building the replacement houses which will otherwise be needed. When we have carried our investigations further,



Plate 5 Churchill Street, Oldham, a few years ago.



Plate 6 Lord Street, St. Mary's Rehousing Scheme at Oldham.

58. But we deplore the tendency for large residential areas to be undifferentiated one class estates. We hope that planning and housing authorities will combine to break up these areas into smaller estates, providing for a mixture of public and private housing, including housing provided by housing societies and housing associations, so that residential areas will afford both social and architectural variety.

(v) EDUCATION AND CULTURAL FACILITIES

59. In a lengthy paper entitled 'Provision for Education in the Region' issued in May 1967 (copies are available on request from our Secretary), we stressed that the North West had more than its share of old and poor school buildings.

60. Only 52% of the pupils attending publicly-maintained schools in the North West are taught in buildings erected since the last war. The average for England and Wales is 57%. Some £4 million is being spent in 1967/8 on improving and replacing old school-buildings in the North West, which is 15% of the money allocated for this purpose in England and Wales, and slightly larger as a percentage than the North West's share of the total school population; but at this rate, it will take 50 years to raise the Region's school buildings to acceptable standards.

61. No doubt poor buildings and poor environment are partly responsible for the fact that in the North West the number of junior school pupils per teacher in January 1966 was nearly 30, whereas in England and Wales the average figure was 28. In our Region, 16.5% of junior school classes had over 40 pupils; the average for England and Wales was 11.9%. Even schools which are themselves adequate are often in depressing surroundings.

62. A former Secretary of State for Education and Science said that he accepted the principle of discrimination in favour of "socially deprived" areas, and that he recognised parts of the North West as being in this category. Plans have been made to improve the Region's school buildings, and we welcome them. We should like to see more public expenditure on school building in the North West, and we think that the existing deficiencies make a good case. Nevertheless, we appreciate that public investment funds are limited, and we regard road improvements and new housing as taking priority. We should, however, like to see special incentives offered on a selective basis to encourage teachers to come (or stay) and teach in certain areas in the North West, between now and such time as school facilities here are attractive enough to make special incentives unnecessary. This should not cost much, and it would show a good return.

63. Our Education paper showed also that the North West had fallen slightly below the average for England and Wales in the G.C.E. achievements of those school-leavers who take these examinations, and appreciably so - with the gap widening - in the proportion of its pupils who stay on at maintained schools beyond the minimum school-leaving age. Though the large number of excellent direct grant schools in the North West has gone a fair way towards redressing the balance (nearly a third of the direct grant schools in England and Wales are in the North West, and many of their places are filled by pupils who would elsewhere attend maintained schools), we cannot feel happy about the

extent of early leaving. We look to better buildings and lower teacher/pupil ratios to improve the situation, and changing trade union views on apprenticeship may encourage more boys to stay longer at maintained schools.

64. The provision of facilities for vocational further education in the Region is uneven, and is shared between a great many institutions. This no doubt reflects the nature of the demand. We should like to see the demand for further education other than industrial retraining being actively stimulated rather than passively satisfied. We accept, however, that the Government cannot be expected to provide facilities without evidence of need, and we would advocate continued effort to ascertain the potential level of demand for vocational further education in the North West.

65. Together with vocational further education goes non-vocational adult education, and the related need for libraries, museums and galleries. We should like to see a very much better provision, particularly of library, museum, and youth and community services, though again we appreciate that the Region cannot have everything immediately. These services are particularly vital for the success of new housing areas, and we are disturbed to find that they are sometimes still regarded as optional extras rather than as part of the basic structure of the community.

66. There is some evidence that the Region is providing less than a reasonable share of advanced further education in the visual arts, and we call attention to the small number of centres approved for Diploma in Art and Design courses in the Region. We welcome the progress being made with the new Northern College of Music in a Region with a strong musical tradition. In schools and further education generally, education in the arts is going ahead steadily, but opportunities for artistic expression and appreciation must be expanded at the same pace as educational provision. For this reason also we welcome the expansion of the artistic and cultural activities¹ in the Region and should like to see full local authority support both of the North West Arts Association and of other activities in the arts.

(vi) HEALTH

67. Enquiries into health and welfare services in the Region show that while new construction and improvement of hospital buildings is tending to increase, the service is hampered by the fact that many hospital buildings were already obsolete when the National Health Service was introduced. This is a national problem, and the North West does not seem to be any better or worse off than other regions in this respect.

68. Research is being done on how far climatic, social, and environmental factors are relevant to the high death and illness rates in certain parts of the Region, but as yet no conclusions can be drawn. It is in any case difficult to assess how far increased expenditure on hospital and health services leads to improvements in health. On the grounds that prevention of disease is better than cure, and the promotion of health better than either, we think that far greater efforts should be concentrated on improving the environment in the first instance.

¹ See also paragraphs 35 and 36.

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(vii) DIRT AND DERELICTION

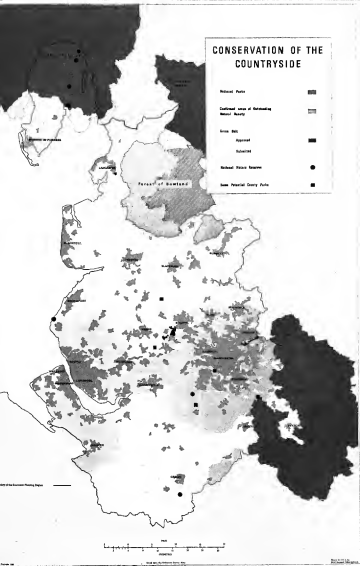
69. Supposing that a tremendous effort over the next few years were to result in a North West having clean air, being free of slums, with new town centres everywhere, and an excellent transport network connecting them, the investment would not create completely desirable living conditions if nothing substantial were done to change present malpractice in disposing of waste, and to remove the widespread evidence of past bad management. Progress is being made with the reduction of atmospheric and water pollution, but all too slowly.

70. The heavily industrialized central belt of the North West Region suffers from severe atmospheric pollution. Although conditions are improving, the rate of progress is slow, and running well behind schedule. This pollution decreases the efficiency of man, of most other products of nature, and of man's own creations. People are less healthy than they should be, and need to spend more time, usually to less effect, on cleaning and maintenance than elsewhere in the United Kingdom. The dirty, gloomy atmosphere also has a depressing and de-energising effect. In the South East of the Region, present day atmospheric pollution produces a coating of grime on trees and other plant life. Young plants and seedlings, particularly, have their respiratory systems impaired and their growth rate retarded, while much of the hill land, and gardens in towns, are of little value for pleasure or production. By contrast, atmospheric pollution has little effect north and west of a line from Liverpool through Blackburn to Skipton; in fact the thriving glass house industry behind Southport and Blackpool testifies to, and is based on, excellent light penetrating a clear atmosphere. In the industrial part of the Region, factories, housing and other structural works deteriorate far more rapidly than in cleaner areas and require far more maintenance, which many people either cannot afford or do not see the need for. This is one reason why much of the housing is worn out when only 60 years old.

71. Atmospheric pollution adversely affects practically every aspect of the economy of the Region. Its removal would simplify and cheapen the cost of many of the other improvements we recommend, and would, we believe, be one of the quickest and cheapest way of improving the Region's economy and attractions. We therefore urge that as a matter of urgency the declaration of smoke control areas should be made mandatory, at least upon all urban authorities. We would also like to see the regulations covering pollution by vehicle exhausts, particularly heavy goods vehicles, more strictly enforced.

72. No-one, we hope, will have failed to notice "Operation Springclean" with its slogan of "Fight grime in the North West." The North West must be cleaned and tidied up. This includes everything from planting trees and cleaning buildings to keeping gardens tidy, providing efficient litter collecting services and educating people not to throw litter in the street or dump the old gram over the nearest hedge. Operation Springclean can have a start-ling effect if people, firms and local authorities really set their minds to it, and continue it year by year. If they do not, a good deal of the impact of the environmental improvements suggested in Strategy II will be lost.

73. There are 10,000 acres of derelict land in the industrial parts of the Region. The problem of reclaiming it is not easy. At the moment, local authorities in Development Areas are offered an 85% grant for the reclamation of derelict land, whereas approved reclamation outside Development Areas qualifies for only 50% grant. A grant of 85% is probably inducement enough, especially where a rate support grant may make it 95%; but a grant of 50% is probably not.



74. We see little sense in a grant system which is based on Development Area status and not on physical needs. Land should be reclaimed where dereliction is worst, and where land is most needed. These criteria do not define areas which correspond to Development Areas. The 85% grant should be offered in specially defined dereliction areas.

(viii) LEISURE AND RECREATION

75. Given an improvement in transport, housing, education, health and the general environment, the people of the North West will be far better able to make their full contribution to national prosperity. They will also be able to make better use of their leisure time. Already people have more leisure time and money than in any period in the past, and it is likely that the general level of affluence and of free time will continue to rise in the future. Greater wealth is producing a new pattern of recreation; people's greater mobility, spending power, and free time have extended the spread of popular recreation, and the age ranges of people who enjoy them. The emphasis on active pursuits is shifting from the traditional team sports towards activities such as golf, hill-walking, pot-holing, sailing, and angling; in less active pursuits, people are now leaving their homes and gardens to sight-see and picnic in seaside and rural areas. This shift from organised and spectator sports does not mean that these activities are declining, but rather that they remain static while the newer recreations take up the additional spending power and free time created by recent social and economic changes.

76. The significance of these changes for the North West is clear. More people are taking to the roads in search of the sea and countryside; the Lake District, on the fringes of the Region, is becoming the playground of millions, catering for both active and passive pursuits. The Government has recognised these trends, and two important developments bear witness to this. The first is the establishment of Regional Sports Councils, to co-ordinate recreational planning (the North West Sports Council has got off to a fine start); and the second is the support given to measures to conserve, yet sensibly use, the countryside.¹ These measures are embodied in the current Countryside Bill, which contains proposals for a renaming and strengthening of the National Parks Commission, and for the establishment of country parks, of transit camping and caravan sites, and of picnic sites throughout the countryside. The Bill also provides for a variety of measures designed to enhance or preserve the countryside, and promote more opportunities for open-air recreation. Country parks in particular should, if adequately financed, cater for the growing demand for park-land facilities, and take pressure off areas such as the Lake and Peak Districts, which are becoming congested.

77. To relieve pressure on the National Parks in and just outside the Region, we recommend that the major local authorities concerned should make joint arrangements for acquiring and managing country parks on a sub-regional basis, without prejudice to smaller schemes they may have in mind, such as providing picnic areas in selected places. We should also like to see the open space between the towns in the congested central belt of the Region re-examined and treated as a positive feature; it needs to be extended wherever possible

¹ Fig. 4 illustrates the Region's country areas, present and in prospect.



(Left)
Plate 7 The Eastgate,
Chester.

(Below)
Plate 8 The Winnats
Pass, near
Castleton,
Derbyshire.





Plate 9 The river Darne at Gradbeck, Cheshire.



Plate 10 The Trough of Bowland, Boundary Hill in Lancashire.

PART 2: REGIONAL PLANNING IN THE NORTH WEST BY GEOGRAPHICAL SUB-DIVISIONS OF THE REGION

81. Having put forward in general terms some elements of planning strategy for the Region as a whole, we turn now to consider the Region's sub-divisions in more detail.¹ Before we do so, however, we must note that at any point in time there are bound to be a number of existing commitments - the result of past decisions by central and local government - and a number of firm proposals into which a lot of effort has gone. Unless there are overwhelming reasons to the contrary, we must attempt to weave into our strategy the major existing commitments and proposals; otherwise schemes will be unduly delayed. In doing so we must have regard not only to the commitments themselves but to their consequences, and the extent to which it may be possible to adapt them to fit into our ideas for the longer term.

82. The main existing commitments - which are constructive, though partial, attempts to deal with the Region's major problems - are:

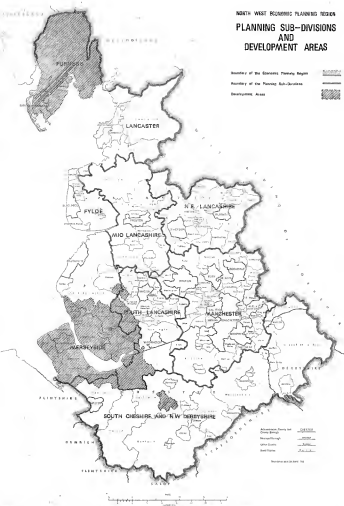
(a) the slum clearance plans of Manchester, Salford and Liverpool, which inevitably require the rehousing of many people well beyond the present borders of those cities. Smaller towns, of course, also have slum clearance to undertake, but the scale is correspondingly smaller and rehousing can usually be done within a short distance; and

(b) new towns at Skelmersdale and Runcorn; and town development schemes at Ellesmere Port, Winsford, Widnes and elsewhere.

In addition there are proposals for two major new developments in Central Lancashire and at Warrington.

83. These commitments and proposals reflect the main problem areas of a Region which abounds in problem areas, of which perhaps the most intractable are found in the two great conurbations centring on Liverpool and Manchester. Both conurbations have housing, education, transport and industrial problems of the kind mentioned in Part 1 of this paper. They are both expanding in population, and yet they cannot spread much on the ground without encroaching on first class agricultural land or invading large parts of the remaining 'green belt' area of South Lancashire and North Cheshire, which is much needed for amenity purposes. For this reason thought has tended towards a relatively slow expansion of the conurbations themselves, with new town development for Liverpool at Runcorn, Widnes, Skelmersdale, Ellesmere Port and Winsford, for Liverpool and Manchester at Burnley, and for Manchester at Warrington, in the Cheshire towns and in a Central Lancashire new city - each taking a substantial number of people from the conurbations.

¹ See fig. 5.



84. We give our full support to plans for new towns in a Region which badly needs new town development.¹ While we would have preferred to see the land along the line of the Ship Canal developed, as far as possible, for industrial and commercial activity, we should like to see the new town developments proposed for Runcorn and Warrington carried through with the maximum momentum. To hold them up now would risk a loss of development, not made good elsewhere.

85. No decision has yet, however, been taken on the Region's most important new town proposal - the Central Lancashire new city. This is a cornerstone of our strategy. The problems posed by population expansion in the conurbations will at best be only marginally alleviated by the other town development schemes, scheduled to take no more than a quarter of the Region's extra population of 750,000 between 1964 and 1981.² The new city could, however, substantially reduce the scale of the conurbation problems; if the new city proposal goes ahead, the population of the Preston/Leyland/Chorley area will be doubled by the end of the century. The majority of the 250,000 by which it will grow will be newcomers to the area - principally, no doubt, from the conurbations - and their own natural increase. Because of the strategic nature of its proposed site - straddling the London/Glasgow railway line and the M 6 where it is to be joined by the Manchester/Preston motorway, near the Fylde with its pleasant residential areas and labour reserves, and itself ideal geographically for large-scale industrial location - a Central Lancashire new city could provide the North West with a major new growth point to the north of the heavily industrialised belt of the Region, in an area whose potential has hitherto been largely neglected. An increased measure of commuting would enable not only the population of the new city itself but also the people from surrounding areas to obtain work in the city, whose new employment opportunities would help to counteract the decline in the traditional industries of the surrounding areas.

86. Moreover, we are confident that the influence of the new city would not be restricted merely to providing employment within its own boundaries. Its new industries should encourage more firms to move both into the new city and into the surrounding areas, thus increasing the prosperity of the whole of the Fylde and North, North East and Central Lancashire. We recommend without qualification that the new city should go ahead as soon as possible.³

87. The alternative to the proposed new town development in Central Lancashire and at Warrington is even more piecemeal development on the edge of the Region's older towns than will in any case take place. This would eat into the green belt, and add to the traffic congestion from which most of the older towns already suffer. The present structure of local government produces pressure for expansion in each separate local government area; but this is no way to plan living conditions fit for the twenty-first century. People must get used to the planning of larger areas, and should not object to a reduction of population in some old, badly planned towns if it makes sense to renew them at lower densities, provided that the area in which they are set remains prosperous.

88. Many people must move from where they are now living to homes in new areas. This is a difficult exercise, with countless obstacles to be overcome, and not only in the housing field: the general shortage of 'footloose' industry (made worse by a slow rate of national economic growth) adds to the

¹ See Fig. 6.

² See Appendix B.

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¹ See fig. 5.

² See Appendix B.

housing problem by making it difficult for the developing authority to provide jobs in step with new houses. We have in our programme of research tasks for the near future a project to examine measures to reduce the constraints upon the movement of people from old to new housing areas;¹ we hope that the study will enable us to make recommendations on how some of the difficulties might be overcome.

89. New towns play a key part in our strategy. But most of the Region's older towns are in urgent need of redevelopment and rehabilitation on a massive scale. This leads us to consider certain aspects of the redevelopment of the central and inner areas of the Region's large towns and cities. The quality of their reconstruction must inevitably have a profound effect on their attraction to future generations of industrialists, business people, medical men, educational staff, and people generally. Despite the employment of first class planning staffs and consultants, there are two basic economic factors militating against a high quality of town design and a satisfactory social structure which we think it important for us to mention here.

90. The first is the failure to find a way of introducing a blend of private and local authority housing and associated schools and other amenities into a town or city's inner core, close to, or even within, the commercial centre. Land values, of course, lie at the heart of this problem. In the obsolescent fringes of the Region's town and city centres, substantial areas of property are being put to temporary uses of all kinds in the hope that one day the value of their sites will be a commercial rather than a housing one. In the interests of creating modern cities, parts of these areas should now be in process of redevelopment for executive housing, which, combined with major advances towards cleaner air, cleaner buildings, and open surroundings, would once again attract a proportion of wealthier people to live in the centres of our cities. Beyond this fringe, and still only a mile or two from the city centres, large-scale housing redevelopment is taking place, but almost entirely in the form of Council housing. We feel bound to point out that, whatever the cause, the creation of such an unbalanced social structure in the wholesale renewal of towns and cities is likely to have unfortunate consequences.

91. The second factor lies within the commercial heart itself, and is the failure to provide for adequate open spaces as settings for the vast multi-storey office blocks that are arising. It is not sufficient that the individual buildings should be good in themselves, though this is, of course, vitally important. The test of good town design lies in the quality of the inter-relationship of buildings and spaces - paved squares, green lawns, trees, fountains and sculpture, and provision for access and parking - in fact, the layout of the whole.

92. It is particularly important that the North West should have fine town and city centres, because nearly 60% of its people live in towns and cities of over 50,000 inhabitants. Efforts at city centre renewal in the North West are sadly inadequate when compared with the best of those of past generations in Bath, in Edinburgh New Town, and in Regency schemes in London and Brighton, or with the best contemporary efforts both here and abroad. We think that a study of the economics of central and inner area commercial and residential development might well demonstrate that a different basis for financing them

¹ See paragraph 146.



Plate 11 The main footpath at Skelmerdale New Town.



Plate 12 Winsford Industrial Estate: an industrial overspill area in Cheshire.

and a more rational appraisal of land values would enable the Region to achieve higher standards of architecture and town planning, and thereby provide better long-term value for money.

93. We welcome the Civic Amenities Act 1967, which makes provision amongst other things for the protection and improvement of buildings and areas of architectural or historic interest, of which the North West has numerous examples.

94. Whatever is done, or not done, to solve the problems of Merseyside and Greater Manchester will have repercussions on the whole of the Region; this underlies the discussion in the following sections on the various sub-divisions¹ into which we have for reasons of administrative convenience divided a region which is so compact that almost no part of it can remain unaffected by developments in any other part: our rather arbitrary division of the Region in this way must not, therefore, be taken to infer that the Region is not a whole and to be planned as a whole. Our sub-regional digest is not, and is not intended to be an alternative to our planning strategy, such as it is at this stage: the two are complementary.

SOUTH LANCASHIRE AND MANCHESTER SUB-DIVISIONS

95. The South Lancashire sub-division has close links with both the Merseyside and Manchester sub-divisions, but because it faces very much the same problems as the Manchester (and only the Manchester) sub-division, we deal with the two together. The two sub-divisions contain only four rural districts. Well over three million people live and work in an area no larger than the South Cheshire and North West Derbyshire sub-division, which has a population of about half a million.

96. Development in the South Lancashire and - particularly - Manchester sub-divisions is already pretty concentrated, and we should like to see provision made for the retention of as much open space in the built up areas as possible in order to provide leisure space and much needed relief from the monotony of bricks and mortar. We commend schemes designed to improve conditions for leisure and recreation, especially when they restore derelict land into use, as in the case of the local authority scheme for the rehabilitation of the Croal/Irwell Valley, and Manchester's Irk Valley Park scheme. The proposed Mersey Valley open area and Anglezarke Park, north west of Bolton (and actually outside the sub-divisions), are other excellent amenity schemes in the making which will benefit the sub-divisions.

97. A great deal of development and redevelopment - particularly housing - is, however, going on in the South Lancashire and Manchester sub-divisions: so much so that it would be unfair to list worthy efforts by individual authorities which happen to have come to our notice, and ignore others which have not. In considering the justification for development and redevelopment - both industrial and housing - in these sub-divisions, we have been faced, as a regional planning body, with two distinct problems.

¹ See fig. 5.

98. One is that the two sub-divisions have two County and ten County Borough planning authorities, which are tackling intractable problems with vigour, but necessarily by action within or directly linked with their own statutory areas. But while the Royal Commission on Local Government has been in session, we have been glad to see specific and important evidence of co-operation between the local planning authorities - notably the South East Lancashire/North East Cheshire Land Use and Transportation Study, which promises important results. As it will inevitably take some time for any of the Royal Commission's recommendations to be implemented, we hope that many local authorities with common interests - especially in this part of the Region and in Merseyside - will get together immediately to devise solutions to problems which transcend the present local authority boundaries. We are glad also to note that two housing authority consortia - the West Pennine Group, and the Cheshire and West Lancashire Group - have so far built 3,500 houses, and are going on to build more in further programmes. By ordering housing components in bulk, consortia such as these can secure substantial economies, and they also have every incentive to plan schemes in collaboration.

99. The very size of the housing development and redevelopment needed in the South Lancashire and - particularly - Manchester sub-divisions presents a further considerable problem; the housing situation in the Manchester sub-division (which is the most densely populated in the Region) between 1964 and 1981 appears to be as follows:

| <u>Demand</u> | <u>Dwellings</u> |
|--|------------------------------|
| Existing shortages (1964) | : 25,000 |
| Expected increase in households | : *43,000 £74,000 |
| Slum clearance displacement | : 200,000 |
| Other displacement | : 11,000 |
| | <u>*279,000 ¹</u> |
| | <u>£310,000 ¹</u> |
| <u>Supply</u> | |
| Sites earmarked in sub-division | : 252,000 |
| Sites earmarked outside sub-division | : 35,000 |
| | <u>287,000</u> |
| * Assuming current level of net migration from the sub-division | surplus : <u>8,000</u> |
| £ Assuming all net migration from the sub-division | deficiency : <u>23,000</u> |

¹ As they are no more than the sum of various kinds of estimated housing need - including the need arising from an increasing number of households which is difficult to estimate with precision - these figures might perhaps be rounded to, say, 275,000 and 300,000, as an "order of need". The figures may still, however, be slightly on the high side, because they were worked out before the latest population projections (included in Strategy II), when a population increase rather higher than that now envisaged between 1964 and 1981 was expected.

100. Within the sub-division we note that in conformity with existing planning policy, people are apparently becoming more willing to buy houses on the Lancashire side of the conurbation and in the Peak District of Derbyshire, rather than concentrating almost entirely on North Cheshire. We are glad also to learn that private enterprise house building is on the increase in places such as Bolton, Bury, Rochdale and other smaller places, which have some land available for development in addition to that required to meet their own housing needs, so that they can take a number of people from the conurbation core. This should ease the pressure of demand for land in the Manchester and Salford area to some extent.

101. The South Lancashire sub-division has slum-clearance problems on a smaller scale than the Manchester sub-division, but two of its main towns had a higher total acreage of slag-heaps than any other County Borough in the North West; and a high proportion of the derelict land in Lancashire (which had the second highest acreage of slag-heaps of any administrative county at the end of 1966 - higher even than Durham) lies in the South Lancashire sub-division.¹

102. The problems of the Manchester and South Lancashire sub-divisions - in particular the large number of slum houses, the traffic congestion, the outworn urban fabric, and industrial dereliction - are complex and long-standing. We welcome the announcement in the recent White Paper on Town and Country Planning that the Government proposes to introduce new planning legislation to provide, among other things, for urban structure plans, along the lines recommended by the Planning Advisory Group. The preparation of these plans should give greater coherence to the planning of the two sub-divisions as a whole. We hope, for example, that further development on the northern side of the Manchester conurbation will be planned so as to avoid some of the transport problems which have been caused by peripheral development on the agricultural plain in Cheshire.

103. Consideration of housing development is, of course, only half the problem. People need jobs as well as houses. Over the years, despite the contraction of the older basic industries, the Manchester and the South Lancashire sub-divisions have shown that they can maintain enough industrial diversification in quality and quantity to sustain full and fully productive employment throughout all but major national economic recessions. The existing industrial base of the sub-divisions can be expected to support further diversification and growth of employment opportunities, although the Government's distribution of industry policy will be a critical factor.

104. We think that to work out a firm strategy for the South Lancashire and Manchester sub-divisions we need the following:

- (i) the results of our proposed study² of measures to overcome the constraints on movement from old to new housing areas;
- (ii) recommendations on the most suitable general locations for new and replacement industrial development (involving some dispersal of industry from old inefficient locations on the lines suggested in paragraphs 21ff);

¹ See paragraphs 73 and 74.

² See paragraphs 88 and 146.

(iii) details of the number of people who can be accommodated at contemporary density standards without increasing congestion in the two sub-divisions. (The S.E.L.N.E.C. Land Use/Transportation study to which we have already referred should provide information on part of the area by 1970; and a survey of Central South Lancashire which is being undertaken by Lancashire County Council and Wigan and St. Helens County Boroughs will provide information on most of the rest of the area during 1968. Although we shall clearly not be able to put forward firm strategy proposals for the sub-divisions until we have seen the results of the S.E.L.N.E.C. study, we hope to be able to put forward tentative proposals on the basis of the Central South Lancashire study towards the end of 1968); and

(iv) based on (i), (ii) and (iii), proposals by broad areas for housing by 1981 those people who are not expected to leave the two sub-divisions. Tentative proposals for the years beyond 1981 are also needed, if we are to be sure that our present planning is not getting in the way of good longer-term planning.

MERSEYSIDE SUB-DIVISION

105. In paragraph 82, we noted as an existing commitment "new towns at Skelmersdale and Runcorn, and town development schemes at Ellesmere Port, Winaford, Widnes, and elsewhere" - all to provide housing and employment in a sub-division which is almost as densely populated as the Manchester sub-division.

106. It is important at the outset to make the point that Merseyside is not uniform, and we think it important that it should not be regarded as such. The Port of Liverpool and the lower reaches of the Ship Canal demand special treatment. We think that the future of Liverpool will be largely commercial - of a nature to suit a world trade centre - while the Ship Canal offers advantages which are not to be found in most of the Region, and should be fully used. It is not in the national interest to invite just any type of industry to develop anywhere in Merseyside. Location in Liverpool or near the Ship Canal of enterprises which could function equally well elsewhere might in the long run be at the cost of excluding firms which can function efficiently only near a port or major navigation channel.

107. The distinction between the Liverpool/Ship Canal zone and the rest of the Merseyside sub-division ceases, however, to be of importance when we come to consider employment. Merseyside as a whole has in years past suffered from a level of unemployment consistently above the national and regional averages. For this reason most of it forms the Region's main Development Area. In recent months, the level of unemployment in Merseyside has not risen in proportion to the national or regional figures; as the national economy picks up, and as existing firms expand, the level of unemployment can be expected to fall.

108. Consideration of present and likely future levels of employment in Merseyside cannot, however, be divorced from housing need, given that there is a shortage of housing, a large slum clearance problem and a shortage of development land in the sub-division, and that there are strong objections to using any of the Region's best agricultural land, in the north of the sub-division, for development purposes. In the long term there is clearly no

point in siting more industry in an area than can be manned by people living in good conditions within acceptable travel-to-work distance.

109. Before considering Merseyside's housing need and capacity, which, closely related though they are to employment requirements, must be one of the main determinants of expansion in the area, we must look at the availability of travel-to-work facilities. Rapidly improving road communications in South Lancashire and North Cheshire generally should offer a reasonable degree of flexibility in the location of housing so far as travel-to-work is concerned; but taking into account also the need for industrial goods to be moved in increasing quantities quickly and efficiently from factory to rail-head, port, or destination, we recommend that the access to Liverpool docks (including sections of the A 59, A 565 and A 567 roads) should be improved as soon as possible. We welcome proposals for new motorways through the Wirral, between Liverpool and Manchester, and from Aintree through Skelmersdale to connect with the M 6, Wigan and the M 61. These roads we think will be essential.

110. The Merseyside Area Land Use/Transportation Study is currently reviewing the transport requirements of Merseyside in relation to industrial use and housing location; clearly it would be unwise for firm proposals for the location of industry and housing to be made until the Study report has been published. It does, however, seem unlikely that the Liverpool conurbation and its immediate periphery will be able to house all the families which would be living there by 1981 if on balance no families moved out. The sub-division's housing position between 1964 and 1981 appear to be as follows:

| <u>Demand</u> | <u>Dwellings</u> |
|---|------------------------------|
| Existing shortages (1964) | 42,000 |
| Expected increase in household | +43,000 |
| | 476,000 |
| Slum clearance and other displacement | 131,000 |
| | <u>+216,000</u> ¹ |
| | <u>6249,000</u> ¹ |
| <u>Supply</u> | |
| Sites earmarked in sub-division | 197,000 |
| Sites earmarked outside sub-division | 10,000 |
| | <u>207,000</u> |
| * Assuming current level of net migration from the sub-division | : deficiency <u>9,000</u> |
| d Assuming nil net migration from the sub-division | : deficiency <u>42,000</u> |

111. Given that some families must be housed outside the conurbation, and assuming that people will travel to work in their immediate locality, into the conurbation, or into towns outside the sub-division, beyond a certain point this will involve using for housing sites some of the first class agricultural

¹ As with the figures for the Manchester sub-division (see footnote to paragraph 99), these figures ought, perhaps, to be rounded to say, 215,000 and 345,000; for the reasons given in that footnote, however, these figures may still be a little on the high side.

land we have already mentioned; it will also mean imposing further pressure on the coastline, which is already inadequate for the recreational needs of those living in the sub-division. We have therefore given some thought to the possible need to call a halt at some time in the future to the further growth of housing in Merseyside, and to accept the continuance of substantial outward migration from the sub-division. As yet, however, we have insufficient information about the housing capacity in the sub-division and within travel-to-work distance of it to assess whether this policy should be adopted and, if so, when.

111. Given this lack of information, we are not able to decide firmly whether or not the argument that there is already enough industry in Merseyside to meet long term employment requirements, given a reasonable degree of national economic expansion, is justified; and we cannot at this stage recommend that the Development Area status of Merseyside be altered, although the area is on average better off than other Development Areas. We need information on the housing capacity of the sub-division and its periphery. It may well be easier for people to travel to work in a place like Skelmersdale on the edge of the Merseyside sub-division from Bolton in the next but one sub-division than from Birkenhead in the same sub-division, and it is on the periphery of the Merseyside sub-division that it seems that any new large factories built in the sub-division will have to be sited; the largest industrial developments in recent years have been at Ellesmere Port, Runcorn, Skelmersdale, Kirkby, and on the Speke/Widnes boundary. We also need to know more about the future growth capacity of existing firms.

112. Even supposing, however, that research were to prove conclusively that the present industrial capacity on Merseyside (subject perhaps to certain reasonable assumptions about its likely growth) was not sufficient to provide every industrial worker living in, and a fair proportion of the industrial workers living outside, the sub-division by 1981 with a job, we should still have doubts about whether the continued stimulation of industry on Merseyside through Development Area incentives, if it is at the expense of other parts of the Region, is likely to result in an efficient long-term distribution of industry within the Region.

114. The mere fact that Merseyside has special needs and is a Development Area at the moment must not be allowed to prevent its being planned as an integral part of the Region. At the moment it tends to be treated in isolation. Before we can draw up a firm strategy for the Region and the Merseyside sub-division, we need more information about the place of economic growth on Merseyside in regional (and perhaps national) economic growth. It is also necessary to study further

(1) the industrial and commercial links between Merseyside and the rest of the Region and North Wales, with a view to preventing sites with special advantages being used by default for development which might well be sited elsewhere. The place of office employment is relevant here, and in particular the scheme for redeveloping the Albert Dock site in Liverpool for office use. We have welcomed the initiative behind this project, which if it goes ahead, will provide a means of improving the economic resilience of Merseyside and of broadening its range of employment opportunities;

- (ii) the possible extent and most economic relationship of housing, industrial and road development in the whole of Merseyside, taking into account neighbouring travel-to-work areas (including North Wales: we are in contact with our Welsh counterparts about the implications of the proposed Dee Estuary Crossing, which could lead to substantial development in Flintshire, and alleviate the housing difficulties of Merseyside to a considerable extent); and
- (iii) the potential of areas outside Merseyside, including Warrington, Wigan and the proposed Central Lancashire new city, for contributing to a solution of Merseyside's problems by providing people from Merseyside with homes and/or jobs.

On (ii) we recognise that the Merseyside Area Land Use/Transportation Study should provide much, though not all, of the information we consider to be desirable.

SOUTH CHESHIRE AND NORTH WEST DERBYSHIRE SUB-DIVISION

115. The South Cheshire and North West Derbyshire sub-division is mainly rural, comprising large areas of agricultural land, part of the Peak District National Park, and towns, some of which have a fair amount of industry, and some of which are to a considerable extent dormitories for the Manchester conurbation. Ease of access to Manchester from towns to the south is most important. Work is due to start at the end of this year on the section of the mid-Cheshire motorway from the A 556 to Princess Parkway: we give this high priority, and stress also the importance of an early start on the related Altrincham/Sale bypass in the Manchester sub-division.

116. The Peak Park Planning Board has carried out a survey of its administrative area and has prepared the first review of its Development Plan. We welcome in particular the Board's concern to explore and to meet as far as possible the needs of visitors, while maintaining a good level of employment. The High Peak District seems to present no major regional planning problems; we think that it must remain relatively unspoiled as an amenity area which will be in increasing demand as time goes by. Such development as is allowed to take place in towns like Buxton and Glossop must be carefully chosen and sited. To offset the decline of the cotton textile industry, Glossop has attracted new light industries - food and clothing factories for example - and, through new housing development, is helping to ease the Manchester conurbation's housing problem. Buxton is in a transitional stage - declining in importance as a spa, but trying to attract more industrial and office work and more people from the Manchester area, for which it is already to some extent a dormitory. It will soon need improved road access if it is to develop much further. Provided that both these and other smaller towns in the Peak District plan development carefully, we encourage their going ahead selectively with new industrial, commercial, and housing development.

117. We think that similar selective development could also take place in mid and south Cheshire; this will be helped by the construction of the middle section of the mid-Cheshire motorway.

118. We were much interested by the Cheshire County Council memorandum of January 1967 on future development in mid and south Cheshire, in particular

the notion of a linear city sited on a Northwich/Winsford/Crewe axis. We believe that Crewe has great development potential, thanks to its tradition of skilled manpower and its promising geographical position. The revised household formation projections discussed in Appendix B mean that there is less urgency about stimulating major development in the Region (besides that proposed in Central Lancashire) than there appeared to be when we proposed in Strategy I that an investigation should be initiated as a matter of urgency into possible sites for such development in the Crewe area. We continue, however, to see this as an area of research, and think that further detailed consideration should be given to the possibility of a city in south Cheshire, in case the studies mentioned in paragraphs 104 and 114 above show that development especially in the Merseyside and Manchester sub-divisions should be restricted. New cities will be needed somewhere by the end of the century, and even if in the end a "Weaver City" were not favoured, the study would at least have established its advantages and disadvantages.

119. As for other towns in the sub-division, we note that consultants have been commissioned to advise on the conservation of the historic city centre of Chester. The population in the rural district surrounding this city has grown in recent years, particularly as people have moved there from Merseyside, and we trust that the study in progress will enable the strains of further expansion in and around the city, and of increased traffic flows, to be accommodated without impairing the character of the city. We should like to see the outer ring road for Chester completed fairly soon, to ease traffic congestion and enhance enjoyment of the city's historic interest. We should also like to see a gradual build-up of towns such as Macclesfield and Congleton, with selective industrial, commercial and (particularly) office development continuing to expand there.

120. Our strategy for the South Cheshire and North West Derbyshire sub-division is not startling: it is that the area should grow gradually and without strain until by the 1990's it is economically more independent of south Lancashire/north Cheshire than at present.

FYLDE, LANCASTER AND MID-LANCASHIRE SUB-DIVISIONS

121. In these three closely-linked and attractive sub-divisions there are large areas of first-class agricultural land, some 40 miles of holiday coastline from Morecambe Bay to the Ribble, part of the Forest of Bowland, and a major industrial centre at Preston.

(1) FYLDE

122. The Fylde towns are attractive, but they suffer from a persistent unemployment problem: registered unemployment has been high in the sub-division even in years of low national unemployment, especially in Fleetwood, and there is in particular marked seasonal unemployment. The fact that five of the sub-division's eight local authorities are coastal towns, mainly engaged in providing holiday amenities, and attractive to semi-retired people, largely accounts for this.

123. The actual number of people registered as unemployed at any one time is not however, large absolutely - the current rate of unemployment, 5.7%, represents just over 3,000 people - and we recognise that a large percentage of those registering are in late middle age. A small increase in a combination of office, commercial and light industrial employment would solve the sub-division's basic employment problem, and we note the Government's attempts to encourage appropriate firms to move to the sub-division, and to place suitable public offices there.

124. There is space enough for development within the Fylde sub-division without uneconomic encroachment on first-class agricultural land. We think, however, that the area's best course would be to retain its largely residential character - which limited office, commercial and light industrial development would not destroy; people who want to work in heavier industry could travel to the Preston area, which we expect to gain in population during the next few years. But it then becomes essential for communications to be improved between south/central Fylde and the Preston area; we have suggested that the building of one carriageway of the eventual Blackpool motorway, or perhaps a link from the M 6 north of Preston to the Preston-Lytham road, would give early relief.

125. We think that the coastal towns in the three sub-divisions are in danger of losing ground if they do not take immediate steps to increase their share of the holiday trade by diversifying and improving the facilities they offer. The kind of person who has spent his holiday in these towns in the past is fast becoming able to spend them abroad or in the South of England; and although the number of people holidaying in and around the Fylde has not yet fallen appreciably, we think that the fact that it has not risen in step with the country's population may well be an omen for the future. We think that a step in the right direction would be for the holiday towns to join the proposed North West Travel Association, with the vision that has prompted inland industrial towns and cities to offer to subscribe. Research is needed to show how the seaside towns can diversify and develop their attractions individually so that they can play their full part as centres of recreation.

(ii) LANCASTER

126. In Strategy I we recommended that the Lancaster sub-division should be examined as a potential area for major industrial and office development as a matter of urgency, but the revised forecasts of extra households in the Region discussed in Appendix B have led us to the conclusion that there is no urgent need for forced growth in this area. This does not mean that we expect that growth will not occur. We have recently had the benefit of a report published by Lancashire County Council on the growth potential of north Lancashire and ways of accommodating it.

127. The Lancashire County Council study has concluded that, if present Government policies are maintained, as a result of autonomous and infatuous growth in population and employment, the area comprising the Lancaster sub-division together with Garstang Rural District might eventually accommodate some 70,000 to 100,000 more people than it has now; assuming the higher figure, some 65,000 would be newcomers to the sub-division.

128. We accept a gradual and natural build-up in accordance with the Lancashire County Council study conclusions as a sound long-term strategy for



Plate 13 Blackpool - "Playground of the world."



Plate 14 Tarn Howe in the southern Lake District.

the populous part of the Lancaster sub-division. We still hope to see science-based industries and office employment flourishing in the Lancaster sub-division, as we said in Strategy I, and we recommend that the Government should seek to stimulate this.

(iii) BOWLAND

129. To the east of our proposed development axis in the Lancaster sub-division and to the north east of the Mid-Lancashire sub-division lies the Forest of Bowland, an 'Area of Outstanding Natural Beauty'. Approximately half of the Forest's area is in the Yorkshire and Humberside Economic Planning Region, and the Forest is potentially a valuable recreational area (though at present with limited access) for people coming from further afield than north and north east Lancashire and the West Riding. Similarly, the Lake District, north of the Lancaster sub-division, is mainly in another planning region, the Northern, but is, of course a National Park.

130. The Forest of Bowland will no doubt remain very much as it is, save for improvements required (a) to develop further its agricultural potential, for instance by improved farm structure, and (b) to provide visitors with the basic amenities they need. Bowland will become increasingly important as a recreation area as other parts of the Region are developed to take increases in population and as demand for recreation space intensifies. We are in touch with the Yorkshire and Humberside Council on the future of this area.

(iv) MID-LANCASHIRE

131. To the south, major housing and industrial development in the Mid-Lancashire sub-division in the Preston/Leyland/Chorley area¹ is the subject of a planning study, Phase I of which has already concluded that a Government proposal to double the population there by the end of the century is physically feasible. The Government decided, however, to postpone a decision on whether or not to go ahead with the new city until its likely impact on the towns to the east had been established. The results of a special study of this impact, commissioned by the Ministry of Housing and Local Government, are under consideration as Strategy II goes into print.

132. As we said in paragraphs 85 and 86, we welcome the prospect of a new city in Central Lancashire with room for further expansion later, and think it should go ahead as a matter of urgency. We are convinced that a new city there would be of benefit to the Region as a whole, and it should help surrounding areas considerably in the long-term.

133. The proposed designation area is one which in recent years has experienced growth of population but some decline in employment. Between 1961 and 1966 the mid-Lancashire sub-division increased in population by about 4.6% (as against the Region's net increase of 2.5%) but lost about 4% - 5% of its employment opportunities. Although this employment decline occurred without any increased unemployment in the area, the arrival of new firms should help to strengthen the employment structure of the area, as well as catering for the needs of the incoming population.

¹ See also paragraphs 85 and 86.

NORTH EAST LANCASHIRE SUB - DIVISION

134. The prospect of a new city in Central Lancashire has caused considerable disquiet in the North East Lancashire sub-division, where it is feared that the attractions of the new city, coupled with the lack of incentives for industry and people to remain in or to come to the sub-division, would seriously worsen its prospects.

135. The sub-division still depends heavily on textiles for its employment; both this industry and the area's small coal-mining industry are still contracting. This has caused little beyond local and temporary unemployment, because people have left the area as employment opportunities have shrunk, and some married women have given up work altogether, though the proportion of women in employment remains relatively high. The area has not been given Development Area status, and this has seriously reduced the attractiveness of the North East Lancashire towns for new industry to replace textiles and coal. Hence more people leave, in particular young people and especially those with technical skills. This is a serious matter.

136. Our main effort must be to get to the root of the trouble, and we look to the result of several related studies to provide not only a diagnosis but also a prescription. First, we have backed a proposal for a study of migration to, from and between all parts of the Region. This is under way and will help us to understand (amongst other things) why people leave the sub-division. Second, we are sponsoring a study "to assess the potential of North East Lancashire, the scope for development, and the nature of the contribution which the area could make to the growth and development of the North West." Third, the Government has commissioned the study under Sir Joseph Hunt mentioned in paragraph 14 above, which must take the needs of North East Lancashire into consideration. And fourth, the results of the "Impact" study mentioned in paragraph 131 have just been received by the Ministry of Housing and Local Government.

137. We shall of course continue to advise the Government on measures to keep the North East Lancashire sub-division in reasonable health until the results of the various studies are to hand. Thankfully, the picture is not as gloomy as some would have us believe. "North East Lancashire" is in fact a heterogeneous area, composed on the one hand of valley towns such as Nelson, Colne and Brierfield, Bacup, Haslingden and Rawtenstall, which have serious problems of redevelopment and limited space for industrial growth on modern lines, and the Blackburn district on the other hand with much greater inherent economic strength. Blackburn in fact is relatively flourishing. Burnley has sites available for industrial expansion and new private housing, and has embarked on a pilot development scheme with a view to taking eventually 16-18,000 people from the Region's conurbations and from Greater London. Through their town centre schemes, Burnley, Blackburn, and Rawtenstall are making substantial progress in the general drive to improve the environment, and the area as a whole is slowly becoming more attractive as slums are cleared, air pollution is reduced, and as road communications improve.

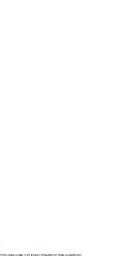
138. We welcome the fact that preparation work is about to start on the Bury easterly by-pass, which will greatly improve the road link between North East Lancashire and the Manchester area, and we recommend that work should start on



Plate 15 The Millard factory at Simonstown, near Padilow, North East Lancashire.



Plate 16 The new Ferranti microelectronics laboratories at Ormagill, Barrow-in-Furness. This is a Government Advance Factory.



site as soon as possible. We note that road improvements are planned for the Whalley/Cliithorpe section of the A 59. But these improvements, though in themselves desirable as part of the general improvement of road communications between central Lancashire and the North East, are not enough. Help is needed for the larger towns of North East Lancashire, and we would therefore like to see urgent consideration given to further road improvements between the M 6 and Blackburn, and to a new road from the Blackburn bypass to Padiham (linking with the new Padiham/Nelson road). This would extend the travel-to-work area of North East Lancashire, and could bring North East Lancashire many of the benefits which at present it fears will go to the Preston area instead. In fact, from an economic point of view the whole area from Blackpool to the Yorkshire border is interdependent, and new life around Preston may well benefit the whole. The distances involved are short (Blackpool/Preston 17 miles; Preston/Burnley 21 miles).

139. But we must await the results of the various studies as the basis for formulating a positive strategy for North East Lancashire. Our present strategy on its behalf can only be defensive.

FURNESS SUB-DIVISION

140. The Furness sub-division is one of the Region's two Development Areas. It has one major town in Barrow, where some 63% of the sub-division's 104,000 people live.

141. Since the boom days of iron and steel and shipbuilding, the commercial and industrial development of Barrow has been hindered by the town's remoteness and indifferent road communications. The port of Barrow and the railway lines of the area both lose money because their capacity far outstrips their current use. Road communications have seen limited improvement in recent years, but remain for the most part inadequate for modern industrial traffic. Diversification of industry has come slowly to Barrow. This has left the town vulnerable because of its heavy dependence on the employment afforded by one firm operating in industries which have encountered severe competition in recent years. Between 1931 and 1966 Barrow's population fell by 1,800 as people left the area.

142. Recently, however, prospects in Barrow have improved. The outlook in shipbuilding seems reasonable for some years ahead, while two further national firms have set up in industries new to the area. One in particular can be expected to make use of the port of Barrow, which has facilities for taking ships up to 25,000 tons. The Regional Employment Premium, the high rate of investment grants and the other incentives available to industry in Development Areas¹ should encourage further industrial diversification, especially as road communications improve. The Arnsdale link road, which is now in the trunk road preparation pool, will shorten the distance between the M 6 and Barrow from 36 to 32 miles - we regard it as high priority; and for the more distant future (perhaps the late 1970's) there is the possibility of a road across a Morecambe Bay barrages which might reduce the distance to about 20 miles. Either or both of these roads should help Dalton and Ulverston as well as Barrow to add to the modern industries which have been attracted to these towns.

¹ See Appendix A.

143. If the Government decides to build a barrage across Morecambe Bay, the future of south Furness could well be assured, because the road link would bring many benefits to its towns. Although the point has been made to us that a road across Morecambe Bay could take people from rather than to south Furness, we think that the area is attractive enough to gain rather than lose population and employment.

144. The precise nature of the benefits which Furness will derive from the Morecambe Bay barrage scheme is being considered at the moment as part of a study of the general potential social and economic benefits of the scheme. It is, however, clear that the commercial possibilities as well as the natural advantages of Furness can be further exploited. Unemployment figures for Furness in recent years have usually shown more women unemployed than men, and a low activity rate - that is, the ratio of adults employed or looking for work to the total adult population - in the area leads us to suppose that, given the right incentive, something like three times as many women as now register as unemployed would be glad of a job. Some would go into light industries. Others would welcome office work. We should like to see some office development, including, if possible, a Government office, in Furness.

145. Our strategy for Furness is that its towns should be encouraged to expand, both industrially and commercially, and perhaps also by making arrangements with overcrowded towns elsewhere for rehousing people, as new jobs absorb the existing unemployed. Despite its dependence on heavy industry, Barrow is an attractive clean town, and its surroundings are magnificent. Development of the coast line and of the hills as a holiday and recreational area should be encouraged.

PART 3

TOWARDS STRATEGY III

146. In Parts 1 and 2, we have mentioned a number of studies in progress or prospect, whose results will enable us to fill in some - though not all - of the gaps in Strategy II. If we are to evolve our strategy in the detail we think desirable, we shall need to know more about the Region as a whole and about the various parts of it. A good deal of information about the Region has already been and continues to be collected and analyzed by Government Departments, local authorities, and other bodies - but all too often working independently. Part of our task must be to see that existing information about the Region is used, and that future surveys and studies affecting the Region are conducted, in a spirit of co-operation and to the Region's best advantage. A close and cordial relationship between ourselves and the Standing Conference of Local Authorities which has recently been established in the Region will pay dividends.

147. But we do need more information, and we give an indication below of the main fields in which it must now be sought, if progress is to be made with regional planning in the North West:

- (i) **POPULATION DISTRIBUTION** Leading on from the work being done by central government on the likely long-term distribution of population between Scotland, Wales, and the English regions, the size, structure and distribution of population within the North West must be analysed for several future points in time, on the basis both of past settlement trends and of assumptions about future trends. Some of these assumptions will be based on a greater willingness of people to move houses and change jobs, and we need to know more about why people are reluctant to move, especially from old to new housing areas. As a corollary to investigating why some people do not move, we ought clearly to investigate why others do move. A study of where people have moved in the recent past to, from and within the Region is already in hand.
- (ii) **COMMUNICATIONS AND LAND USE** The future distribution of population in the Region is closely related to its future pattern of communications, which will partly determine (and will no doubt partly be determined by) where people can live and work. As we investigate future population distribution, we must also therefore study to what extent people in the Region might be prepared to travel further to work in future - perhaps as a supplement to the Ministry of Labour's current travel-to-work study, whose results are expected very soon; the roads, buses and rail services which can be provided are relevant, and need to be examined in this context.

Travel-to-work facilities are of course an important part of transport as a whole; another major part is facilities for moving raw materials and finished or semi-finished industrial goods. Taken together, travel-to-work and haulage facilities can make or mar the chances of particular areas. Future transport needs study therefore



Plate 19 General view of gas separation unit with crude distillation unit No. 2, in the background at Shell's Stanlow Refinery, at Ellesmere Port, Cheshire.



Plate 20 Production lines in one of the heavy commercial vehicle factories of the giant British Leyland Motor Corporation, Leyland, Lancashire, the largest exporter of trucks and buses in Britain.

as an integral part of a general land use plan for the Region, suggesting where increasing population can best be housed and provided with jobs. Such a plan will obviously draw heavily on the excellent work done by the Region's local planning authorities in this field; and it will doubtless take account also (among many other things) of the results of an important exercise in which the Ministry of Agriculture, Fisheries and Food are reclassifying undeveloped land in five new categories of agricultural land value.

- (iii) **LOCATION OF INDUSTRY** As a key point in Strategy II, we have stressed the need for industry to be located where it can function most efficiently within the Region. Industrial siting will be an important part of our land-use plan.

But firms are as reluctant to move as are individual people, and we need to investigate thoroughly the reasons why. A statistical study of the mobility of firms over the post-war period, shortly to be published by the Board of Trade, should be a useful basis on which to start. We need especially to examine firms in the Region's conurbations, in order to assess the importance of their ties with other firms there, how rapidly they are likely to grow in a new location, and how easily they can be moved from the one to the other. We need to find out what local conditions suit office development in the Region, and how large a supply and what kind of mix of labour it requires.

- (iv) **THE REGION'S FUTURE ECONOMY** Decisions taken on the results of the studies mentioned above will of course affect only a fraction of the Region's economy, much of which can be expected to change very little between now and 1981, or indeed beyond that date. In our plans for the future we must take account of the existing strengths and weaknesses of the Region's economy, recognizing that many will persist; good planning will try to build on strength and reduce weaknesses.

Some of the Region's strengths and weaknesses are particularly prevalent in certain sub-divisions: for example, Furness and North East Lancashire are both vulnerable because of the extent to which they rely on declining industries; by contrast, the Region's engineering strength has for many years been heavily concentrated in the Greater Manchester area. We have decided that a special study of North East Lancashire is essential, because - unlike the Furness - it continues to suffer from a fairly heavy loss of population and outworn urban amenities, as well as remaining so largely dependent on textiles for its livelihood. In both our North East Lancashire study and other studies which will follow - whether of sub-divisions or of particular industries or groups of industries - the continuing studies being made by the Ministry of Labour on the Region's employment pattern will be most useful.

OUR HOPE

148. As a result of research in the fields we have mentioned - we could opt for one mammoth study or a hundred smaller ones, though they would all be closely interrelated - we hope to be able not only to work out a more

comprehensive strategy for the future prosperity of the North West, but also to offer sound advice on what policies on the part of government and public and private enterprise will bring all concerned their share of that prosperity.

OUR FEAR

149. We fear, however, that unless we have more research capacity at our disposal, we shall be able to do neither of these things. A start has been made in a small way, and we look forward to the Planning Board's Research Group doing some of the work necessary. We should like to see more being done to build up a strong, professional inter-departmental research team to handle projects which call for a range of techniques, departmental experience, contacts and data beyond the capacity of any single Government Department in the Region. Research projects can be tackled also by local government and universities, working either separately or together. The number of research staff at our disposal has increased by two in the last six months; but we badly need more to make any discernible headway.

A

AN OUTLINE OF GOVERNMENT ASSISTANCE TO FIRMS IN DEVELOPMENT AREAS

I. FINANCIAL

(a) Under the Industrial Development Act 1966, a firm engaged in a manufacturing, construction or extractive industry in an area designated as a Development Area can apply for investment grants of 40% of the capital cost of new plant and machinery, and of 45% if the expenditure is incurred in 1967 or 1968. (The corresponding rates outside the Development Areas are 20% and 25%.)

(b) Under the Local Employment Acts 1960 to 1966, a firm providing new employment in a Development Area can apply

(i) to rent or purchase standard or purpose-designed buildings erected for the Board of Trade by one of the Industrial Estates Corporations. Rents charged for such buildings in the Development Areas are generally below an economic level (elsewhere they are at market rates), and two years' rent-free tenure may be allowed in special cases. Buildings sold to a first occupant, or structural alterations required in a rented building, are eligible for building grants (see (ii) below);

(ii) for building grants of 25% - exceptionally up to 35% - of building costs, provided that the Board of Trade Advisory Committee advises that a grant should be made (there are no building grants outside the Development Areas);

(iii) for loans at moderate rates for the purchase of plant, machinery and equipment (excluding the amount of any investment grant paid - see (a) above), for the purchase or erection of buildings (except where the Board of Trade provides the premises or pays a building grant - see (ii) above), and for working capital - all provided that the Board of Trade Advisory Committee advises that a loan should be made (no loans are available outside the Development Areas); and

(iv) for grants towards certain unusual initial expenditure incurred in setting up in business in a Development Area - again provided that the Board of Trade Advisory Committee are content (no grants are payable outside the Development Areas).

(c) Under the Employment and Training Act 1948 and the Industrial Development Act 1966, a firm can apply

(i) for grants towards the cost either of training additional labour required as a result of expanding or setting up in a Development Area, or of retraining labour in a Development Area which might otherwise be made redundant in substantial numbers. £10 a week for men, £7 for women, £5 for boys under 18 and £4 for girls under 18 (no grants are payable outside the Development Areas);

(ii) for a refund of half the tuition fees of approved courses for training employees in management, supervisory and technical subjects, where this is undertaken as a direct result of planned expansion in a Development Area (no refunds are payable outside the Development Areas); and

(iii) for special grants to cover half the cost of up to two years' rent and rates and half the cost of reasonable adaptation work at temporary training schools rented in a Development Area pending the establishment of a factory there (no such grants are payable outside the Development Areas).

(d) Under the Selective Employment Payments Act 1966, a firm with more than 50% of the staff directly engaged in manufacturing industry qualifies for the Selective Employment Premium (i.e. a refund of the Selective Employment Tax plus an additional sum of 7/6d. a week for men, 3/9d. for women and boys under 18, and 2/6d. for girls under 18). But the Government has recently announced its intention that as from 1st April, 1968, the additional sum will be payable only to manufacturing firms in the Development Areas.

(e) Under the Finance Act 1967, a firm in a Development Area qualifies also for an additional Regional Employment Premium of 30/0d. a week for full-time men, 15/0d. for full-time women and boys under 18, and 9/6d. for full-time girls under 18; and 15/0d. for part-time men, 7/6d. for part-time women and boys under 18, and 4/9d. for part-time girls under 18. (The Regional Employment Premium is not payable outside the Development Areas.)

(f) The Government has announced that training grants will be available through Industrial Training Boards to a firm in a Development Area which provides additional off-the-job training facilities for apprentices or technicians or otherwise increases the numbers of such trainees. The new scheme of grants will be supplementary to grants already available under Industrial Training Boards' existing grant schemes. There will be two alternative types of grant:

(i) capital grants, of 60% of the standard cost per place for the industry, towards the cost of providing additional off-the-job training places made available after 1st October, 1967; and

- (ii) per capita grants to employers who take on trainees additional to those employed on 1st January, 1968 who had been in training for three months or more. These grants are annual grants of £100 for each additional trainee, with an additional initial incentive of £50 per additional trainee in the period from 1st January to 31st July, 1968.

2. DIRECT

The Ministry of Labour offers direct assistance to help firms to create additional jobs in the Development Areas or (exceptionally) to prevent a substantial reduction in a firm's labour force which would otherwise be necessary, by providing

- (i) free on-the-job instruction services for the training of new workers in semi-skilled engineering work;
- (ii) free training for workers nominated by firms in skilled trades at Government Training Centres, though firms have to pay wages, travelling and subsistence during the course;
- (iii) free Training Within Industry training courses for supervisors and operator/instructors where it leads to additional jobs being created;
- (iv) training in instructional skills in residential or local courses; and
- (v) courses at Ministry of Labour Industrial Rehabilitation Units to accustom workers to an industrial environment or test their aptitude for a firm's particular type of work.

3. CONTRACTS PREFERENCE

Firms in the Development Areas may be given preference in the awarding of Government contracts.

4. GENERAL

The Board of Trade and the Ministry of Labour offer a detailed advisory service as part of their respective location of industry and industrial training functions. The Ministry of Housing and Local Government, the Scottish Development Department, and the Welsh Office can help to provide housing for key workers in firms setting up on a new Development Area site.

B

1. POPULATION INCREASES

In Strategy I, we made the assumption that over the period from 1964-81 the population of the Region might grow by nearly a million (from 6.66 to 7.63 millions on revised data). This would mean that net migration had ceased; the 970,000 extra people would be wholly the result of natural increase - the excess of births over deaths.

The Planning Board think the assumption of no net migration between now and 1981 unrealistic. They consider that even if migration is checked in the 1970's there will be some migration on average for the whole period: the Board's assumption of 5,000 per year (less than one-tenth of one per cent per year of the Region's total population) seems reasonable. With this assumption, the increase in population from 1964 to 1981 would have been of the order of 880,000, from 6.66 to 7.54 millions. The most recent population projection of the Registrar General suggests that the natural increase of the population in the North West between 1964 and 1981 may now only be of the order of 850,000. Allowing for outward migration, the increase might be no more than about 750,000.

2. HOUSEHOLD FORMATION

The latest estimates of household formation suggest that the average household size is likely to increase, in Great Britain as a whole and - rather more steeply - in the North West Region. This is because the upward trend in births between 1956 and 1964 is expected to prevail over other factors to give an increase in household size which might be sustained until the same surge in births produces a further period of rapid household formation from the late 1970's onwards. By 1981, the North West is expected to have the lowest proportion of persons in the working age groups of any region in Great Britain - 129 for each 100 persons in the dependent age groups, who are the people under 15, men 65 and over, and women 60 and over. The national proportion is likely to be 136 per 100 in 1981, which represents a decrease from 164 per 100 in 1964, when the North West proportion was 158. The projected figures for household size are:

Persons per household

| | 1965 | 1981 |
|---------------|------|------|
| Great Britain | 3.01 | 3.09 |
| North West | 3.01 | 3.14 |

VALUE OF ORDERS FOR NEW CONSTRUCTION (RECEIVED BY PRIVATE CONTRACTORS) PER HEAD OF POPULATION ANALYSED BY REGION AND TYPE OF WORK

1964

| M.P.S. & W. Standard Regions | PUBLIC SECTOR | | | | | | | PRIVATE SECTOR | | | TOTAL | | |
|------------------------------------|---------------|------------------|----------------|--------|--------|-----------------------------------|-------------------------------------|----------------|-----------|------------|-----------------------------------|-------------|---------------|
| | Dwellings | Ednc. Schools | Ednc. Univ. | Health | Housd. | Public ^(a) Corpora. | Offices, Shops, Garages, etc. | Misc. (b) | Dwellings | Industrial | Other ^(c) Buildings | Total £M | Per Head £ |
| N. Western | 5.9 | 2.7 | 1.1 | 0.9 | 2.0 | 3.5 | 0.4 | 2.0 | 10.5 | 6.5 | 6.6 | 286.6 | 43.0 |
| Northern | 7.3 | 2.6 | 1.0 | 1.5 | 2.0 | 3.5 | 1.2 | 2.6 | 10.0 | 17.0 | 5.3 | 177.5 | 54.0 |
| N. Eastern | 8.8 | 2.1 | 1.6 | 1.5 | 1.7 | 3.7 | 0.9 | 4.1 | 11.8 | 5.8 | 7.6 | 210.2 | 49.6 |
| N. Midland | 6.0 | 2.4 | 0.8 | 0.5 | 4.0 | 6.0 | 1.2 | 2.9 | 16.3 | 8.6 | 6.9 | 206.2 | 55.6 |
| Eastern | 8.8 | 2.1 | 2.6 | 1.4 | 4.0 | 2.3 | 2.1 | 6.3 | 22.1 | 9.4 | 9.7 | 278.3 | 70.8 |
| London and S. Eastern | 9.3 | 2.1 | 0.5 | 1.2 | 2.8 | 3.9 | 2.0 | 4.4 | 13.4 | 6.6 | 16.4 | 681.8 | 60.6 |
| Southern | 11.9 | 3.0 | 1.9 | 1.8 | 5.3 | 4.7 | 2.4 | 6.5 | 24.5 | 7.9 | 9.0 | 342.2 | 76.9 |
| Wales | 9.3 | 2.0 | 0.9 | 1.2 | 4.6 | 6.3 | 0.9 | 4.7 | 11.9 | 5.5 | 4.6 | 158.5 | 51.9 |
| Midland | 9.1 | 2.7 | 0.9 | 1.4 | 4.0 | 6.4 | 1.2 | 3.8 | 15.0 | 9.1 | 9.2 | 509.4 | 62.9 |
| S. Western | 6.4 | 2.2 | 0.8 | 1.1 | 2.7 | 1.1 | 1.6 | 2.5 | 20.4 | 5.9 | 6.6 | 174.9 | 51.5 |
| Scotland | 14.5 | 4.3 | 1.0 | 1.8 | 4.2 | 3.6 | 1.6 | 4.4 | 6.8 | 6.8 | 5.6 | 289.2 | 56.6 |
| Total | 8.9 | 2.5 | 1.1 | 1.3 | 3.2 | 4.0 | 1.4 | 4.1 | 14.1 | 7.8 | 8.7 | 2920.8 | 57.1 |

Source - Ministry of Public Building and Works

- (a) Public Corporations - includes Gas, Electricity, Coal-mining and Air Transport
 (b) Miscellaneous - includes Harbours, Water Supply, Sewerage and Miscellaneous Services
 (c) Other Buildings - includes Offices, Shops, Entertainment, Garages, Schools and Colleges
 (Private) and Miscellaneous

VALUE OF ORDERS FOR NEW CONSTRUCTION (RECEIVED BY PRIVATE CONTRACTORS) PER HEAD OF POPULATION ANALYSED BY REGION AND TYPE OF WORK

1965

| Economic Planning Region | PUBLIC SECTOR | | | | | | | PRIVATE SECTOR | | | TOTAL | |
|--------------------------------|---------------|------------------|--------|-------|-----------------------------------|-------------------------------------|-----------------------------------|----------------|------------|-----------------------------------|-------------|-------------|
| | Dwellings | Educ. Schools | Health | Roads | Public ^(a) Corpora. | Offices, Shops, Garages, etc. | Misc. ^(b) ellaneous | Dwellings | Industrial | Other ^(c) Buildings | Total £M | Per Head |
| North West | 6.7 | 2.5 | 3.3 | 0.9 | 1.7 | 0.6 | 2.8 | 9.2 | 9.3 | 6.9 | 298.9 | 44.6 |
| Northern | 5.7 | 3.0 | 1.6 | 2.3 | 2.3 | 2.9 | 3.9 | 8.8 | 12.0 | 7.1 | 145.6 | 50.2 |
| York and Humberals | 7.2 | 2.2 | 1.1 | 5.0 | 3.8 | 0.9 | 3.1 | 10.8 | 8.9 | 8.1 | 225.7 | 47.4 |
| E. Midlands | 10.2 | 2.3 | 2.4 | 1.9 | 3.0 | 0.9 | 3.1 | 13.4 | 9.8 | 8.5 | 283.2 | 57.0 |
| E. Midlands | 5.2 | 2.0 | 1.0 | 8.7 | 7.0 | 1.4 | 3.6 | 15.3 | 7.9 | 6.1 | 191.9 | 58.8 |
| S. East and E. Anglia | 10.4 | 2.2 | 1.5 | 1.8 | 4.1 | 1.1 | 5.0 | 16.6 | 7.7 | 8.8 | 1023.1 | 59.9 |
| S. West | 7.8 | 1.7 | 1.3 | 2.3 | 2.4 | 0.6 | 4.7 | 18.6 | 5.9 | 5.3 | 185.1 | 51.2 |
| Wales | 10.3 | 1.3 | 1.4 | 2.4 | 9.5 | 1.0 | 4.3 | 12.2 | 6.3 | 6.5 | 149.7 | 55.8 |
| Scotland | 18.8 | 3.0 | 1.3 | 4.7 | 3.5 | 2.8 | 4.7 | 8.3 | 8.4 | 5.2 | 317.1 | 61.2 |
| Total | 9.7 | 2.3 | 1.7 | 2.6 | 3.8 | 1.2 | 4.1 | 13.2 | 8.2 | 7.3 | 2008.3 | 58.2 |

Source - Ministry of Public Building and Works

- (a) Public Corporations - includes Gas, Electricity, Coal-mining and Air Transport
 (b) Miscellaneous - includes Harbours, Water Supply, Sewerage and Miscellaneous Services
 (c) Other Buildings - includes Offices, Shops, Entertainment, Garages, Schools and Colleges (Private) and Miscellaneous

VALUE OF ORDERS FOR NEW CONSTRUCTION (RECEIVED BY
PRIVATE CONTRACTORS) PER HEAD OF POPULATION ANALYSED
BY REGION AND TYPE OF WORK

1966

| Economic Planning Region | PUBLIC SECTOR | | | | | | PRIVATE SECTOR | | | | TOTAL | | |
|----------------------------|---------------|---------------|-------------|--------|-------|---------------------|------------------------------|-------------------------|-----------|------------|---------------------|----------|------------|
| | Dwellings | Educ. Schools | Educ. Univ. | Health | Roads | Public (a) Corpora. | Offices, Shops, Garages, etc | Misc. (b) Miscellaneous | Dwellings | Industrial | Other (c) Buildings | Total £M | Per Head £ |
| | | | | | | | | | | | | | |
| | £ | £ | £ | £ | £ | £ | £ | £ | £ | £ | £ | £ | £ |
| North West | 9.3 | 2.7 | 1.2 | 0.7 | 2.6 | 2.0 | 1.2 | 2.1 | 9.6 | 7.8 | 6.2 | 308.2 | 45.5 |
| North East | 9.2 | 1.9 | 0.6 | 0.8 | 5.9 | 2.2 | 1.9 | 3.1 | 10.1 | 12.0 | 5.8 | 176.5 | 53.4 |
| Yorkshire and Riderdale | 10.6 | 2.5 | 4.6 | 3.4 | 7.4 | 2.6 | 0.5 | 2.9 | 10.1 | 8.1 | 6.2 | 278.5 | 57.9 |
| E. Midlands | 14.0 | 2.3 | 0.2 | 0.8 | 1.6 | 5.2 | 0.8 | 4.6 | 12.1 | 9.3 | 6.5 | 288.8 | 57.6 |
| E. Midlands | 7.4 | 2.5 | 0.1 | 1.1 | 1.7 | 2.2 | 0.4 | 2.9 | 12.5 | 8.7 | 6.3 | 152.8 | 46.4 |
| E. Anglia | 9.6 | 1.6 | 1.4 | 1.0 | 0.8 | 1.9 | 1.6 | 8.2 | 17.0 | 9.3 | 6.2 | 91.1 | 53.6 |
| S. East and London | 10.6 | 2.0 | 1.1 | 2.8 | 2.5 | 2.4 | 0.8 | 4.6 | 12.2 | 6.4 | 8.5 | 934.7 | 58.4 |
| S. West | 7.1 | 1.9 | 0.6 | 2.4 | 1.6 | 3.5 | 0.4 | 5.0 | 15.0 | 5.9 | 4.7 | 176.4 | 48.1 |
| Wales | 10.5 | 1.7 | 0.9 | 6.2 | 2.9 | 10.1 | 1.7 | 6.8 | 2.5 | 16.5 | 3.6 | 170.7 | 63.4 |
| Scotland | 17.2 | 3.4 | 1.9 | 2.1 | 3.2 | 2.4 | 2.6 | 3.9 | 5.9 | 8.7 | 6.1 | 296.8 | 57.4 |
| Total | 10.6 | 2.6 | 1.1 | 2.2 | 3.0 | 3.5 | 1.1 | 4.2 | 11.1 | 8.0 | 6.7 | 2867.4 | 54.1 |

Source: Ministry of Public Building and Works

Sources - Ministry of Public Building and Works

- (a) Public Corporations - includes Gas, Electricity, Coal-mining and Air Transport
 (b) Miscellaneous - includes Harbours, Water Supply, Sewerage and Miscellaneous Services
 (c) Other Buildings - includes Offices, Shops, Entertainment, Garages, Schools and Colleges
 (Private) and Miscellaneous

ACKNOWLEDGEMENTS

M 6 near Lancaster. Churchill Street, Oldham. The river Dane at Gradbach.
(Plates 1, 5 and 9.)
The Guardian.

The Liverpool-Easton train crossing Runcorn bridge. (Plate 2.)
British Railways.

Aerial view of Manchester Airport. (Plate 3.)
Central Office of Information.

Aerial view of the Port of Liverpool. (Plate 4.)
Mersey Docks and Harbour Board.

Lord Street, St. Mary's Rehousing Scheme, Oldham. (Plate 6.)
Ministry of Housing and Local Government.

The Eastgate, Chester. (Plate 7.)
Chester Chronicle.

The Winnats Pass, near Castleton, Derbyshire. (Plate 8.)
Peak Park Planning Board.

Trough of Bowland. (Plate 10.)
Lancashire County Council.

The main footpath at Skelmersdale New Town. (Plate 11.)
Skelmersdale New Town Corporation.

Winsford Industrial Estate, an industrial overspill area in Cheshire.
(Plate 12.)
Winsford Urban District Council.

Blackpool - "Playground of the world". (Plate 13.)
H.A. Hallas, Blackpool.

Tarn Hows in the southern Lake District. (Plate 14.)
Barrow News and Mail Ltd.

The Muihlard Factory at Simonstown. (Plate 15.)
Mullards, Blackburn.

The new Ferranti microelectronics laboratories at Ormsgill,
Barrow-in-Furness. (*Plate 16.*)
Artel Studios Ltd., Manchester.

University of Lancaster: a corner of the Periodical Section of the
new Library at Bailrigg. (*Plate 17.*)
University of Lancaster.

Nuffield Radio Astronomy Laboratories of the University of Manchester,
Jodrell Bank, Cheshire. (*Plate 18.*)
Central Office of Information.

General view of gas separation unit with crude distillation unit No. 2
at Shell's Stanlow Refinery. (*Plate 19.*)
A Shell photograph.

Production lines in one of the heavy commercial vehicle factories of
the giant British Leyland Motor Corporation. (*Plate 20.*)
British Leyland Motor Corporation Ltd.